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High-level meeting of the General Assembly as a contribution to the International Year of Biodiversity

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly a background paper for the high-level meeting of the General Assembly as a contribution to the International Year of Biodiversity, to be held on 22 September 2010.

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Background paper for the high-level meeting of the General Assembly to be convened on 22 September 2010 as a contribution to the International Year of Biodiversity

I. Introduction

1. In its resolution 61/203, the General Assembly declared 2010 the International Year of Biodiversity and in resolution 63/219, it decided, as a contribution to the International Year, to convene a high-level meeting of the General Assembly at its sixty-fifth session, with the participation of Heads of State, Governments and delegations.

2. In its resolution 64/203, the Assembly decided that the one-day high-level meeting would be convened as close as possible to the opening of the general debate of the sixty-fifth session of the General Assembly. It encouraged all Member States to be represented at the highest possible level, including by Heads of State or Government, and decided that the meeting would be structured around an opening plenary meeting followed by thematic panels in the morning and afternoon, organized within existing resources, and would address in a balanced manner the three objectives of the Convention on Biological Diversity.

3. In the same resolution, the General Assembly further decided that the high-level meeting would be held on Wednesday, 22 September 2010 and would consist of an opening plenary meeting from 9 a.m. to 10 a.m., consecutive thematic panels from 10 a.m. to 1 p.m. and from 3 p.m. to 5 p.m., and a closing plenary meeting from 6 p.m. to 7 p.m., taking into account that the plenary meeting of the high-level plenary meeting of the sixty-fifth session of the General Assembly is scheduled to meet from 3 p.m. to 6 p.m. (See decision 64/555.)

4. In resolution 64/203 also, the Assembly decided that the meeting would be chaired by the President of the General Assembly and requested the President to prepare a summary of the discussions held during the high-level meeting for presentation at the closing plenary and transmission, under his authority, to the tenth session of the Conference of the Parties to the Convention on Biological Diversity, to be held in Nagoya, Japan in October 2010, as a contribution to raising awareness of the three objectives of the Convention.

5. In paragraph 23 (f) of resolution 64/203, the Assembly requested the Secretary-General to prepare a background paper for the high-level meeting. The present paper has been prepared in response to that request. It is based on inputs provided by the Bureau of the Conference of the Parties to the Convention on Biological Diversity.

II. Overview

6. The Convention on Biological Diversity is one of the key international instruments for the conservation and sustainable use of biological resources and the fair and equitable sharing of benefits arising from the use of genetic resources. Several United Nations agencies and programmes also contribute significantly to activities related to the conservation and sustainable use of biodiversity and the sharing of its benefits. The United Nations Environment Programme (UNEP) plays a

role in addressing biodiversity challenges and provides the Secretariat to the Convention on Biological Diversity and to other conventions.

7. One hundred and ninety-two States and one regional economic integration organization have ratified the Convention.

8. At the World Summit on Sustainable Development, in 2002, States committed themselves to pursue a more efficient and coherent implementation of the three objectives of the Convention and the achievement by 2010 of a significant reduction in the current rate of loss of biodiversity at the global, regional and national levels as a contribution to poverty alleviation and to the benefit of all life on Earth (the "2010 biodiversity target"), noting that that would require action at all levels, including the implementation of national biodiversity strategies and action plans and the provision of new and additional financial and technical resources to developing countries.

9. The commitment to achieving the 2010 biodiversity target was reiterated by the World Summit in 2005 and in 2006 the target was incorporated in the Millennium Development Goals as part of Goal 7 on environmental sustainability.

10. One hundred and seventy Parties to the Convention have finalized their national biodiversity strategies and action plans or equivalent instruments.

11. The tenth meeting of the Conference of the Parties to the Convention on Biological Diversity will be held in Nagoya, Japan from 18 to 29 October 2010. In many ways this will be the most important meeting of the Convention so far: one that will establish the strategic framework and programme for the next phase of implementation. It will review the experience of implementing the Convention, the progress achieved by Parties in implementing their national biodiversity strategies and action plans, and progress towards the 2010 biodiversity target. It will adopt an updated strategic plan and a programme of work for the period to 2020, further develop the strategy for resource mobilization and review the effectiveness of the financial mechanism. It is expected to adopt an international regime on access to genetic resources and benefit-sharing.

12. The Nagoya meeting is expected to respond to the view of many that the phase since the entry into force of the Convention in 2003 has resulted in comprehensive sets of scientific and policy guidance for the Parties and that the need now is to support countries in effectively implementing this guidance at the national level, such that the three objectives of the Convention — the conservation of biodiversity, the sustainable use of its components, and the fair and equitable sharing of benefits arising from the use of genetic resources — can be achieved. The meeting will thus set the direction and priorities of the Convention, and of national implementation, for the next decade or more.

13. The Environment Management Group of the United Nations contributes to United Nations-wide action on issues related to the environment in general and biodiversity in particular. Through the Environment Management Group, a report on the biodiversity targets is currently being prepared for the Nagoya meeting of the Conference of the Parties to the Convention on Biodiversity that compiles action taken by United Nations agencies to reduce the rate of loss of biodiversity and future action for the conservation of biodiversity.

14. Ensuring that policies are informed by credible, relevant and legitimate scientific information is another key area that is attracting growing attention from the international community. In this regard, an agreement was reached among Governments at the meeting held in Busan, Republic of Korea, in June 2010 to establish a new science-policy platform on biodiversity and ecosystem services.

15. The third edition of the *Global Biodiversity Outlook*, published in May 2010, provides the latest scientific assessment of the status and trends of biodiversity. It paints a worrying picture, with serious implications for the well-being, development prospects, security and even the very survival of human societies in all parts of our planet. Among other issues, it is now clear that the missions of keeping climate change within limits that minimize the risks to human societies and of avoiding further loss of the biodiversity that provides those ecosystem services upon which human societies depend are, in key aspects, two sides — the scientific and the political — of the same coin.

16. The Millennium Ecosystem Assessment, published in 2005, found that human actions are depleting the Earth's natural capital, putting such strain on the environment that the ability of the planet's ecosystems to sustain future generations can no longer be taken for granted. At the same time, the assessment shows that with appropriate actions it is possible to reverse the degradation of many ecosystem services over the next 50 years, but the changes in policy and practice required are substantial and are not currently under way.

17. Biological diversity underpins ecosystem functioning and the provision of ecosystem services essential for human well-being. Its continued loss, therefore, has major implications for current and future human well-being. However, the Millennium Ecosystem Assessment found that 15 of the 24 ecosystem services evaluated are degraded and that this threatens to undermine progress towards the Millennium Development Goals.

18. As a consequence of human actions, species are being lost at a rate that is estimated to be up to 100 times the natural rate of extinction. In the past century, 35 per cent of mangroves, 40 per cent of forests and 50 per cent of wetlands have been lost. Change in the abundance and distribution of species, compounded by climate change, has serious consequences for human societies and is moving ecosystems ever closer to thresholds, or "tipping points", beyond which their services will be seriously undermined. Such tipping points could include:

- The dieback of large areas of the Amazon forest, due to the interactions of climate change, deforestation and fires, with consequences for the global climate, regional rainfall, regional agricultural production and widespread species extinctions
- The shift of many freshwater lakes and other inland water bodies to eutrophic or algae-dominated states, caused by the build-up of nutrients and leading to widespread fish kills and loss of recreational amenities
- Multiple collapses of coral reef ecosystems, due to a combination of ocean acidification, warmer water leading to bleaching, overfishing and nutrient pollution, and threatening the livelihoods of hundreds of millions directly dependent on coral reef resources

19. The *Global Biodiversity Outlook* concludes that the 2010 biodiversity target has not been met at the global level. None of the 21 sub-targets accompanying the

overall target of significantly reducing the rate of biodiversity loss by 2010 can be said definitively to have been achieved globally, although some have been partially or locally achieved. Of those biodiversity indicators for which global data are available, 10 show negative trends, three show no clear trend but provide grounds for concern, and three show positive developments. The diversity of species, diversity within species (genetic diversity) and diversity of ecosystems continue to decline globally. The five principal pressures directly driving biodiversity loss (habitat change, overexploitation, pollution, invasive species and climate change) are either constant or increasing in intensity.

20. The *Global Biodiversity Outlook* presents some stark choices for human societies in the coming decades. The diversity of living things on the planet continues to be eroded as a result of human activities. The pressures driving the loss of biodiversity show few signs of easing, and in some cases are escalating. The consequences of current trends are much worse than previously thought and place in doubt the continued provision of vital ecosystem services. The poor stand to suffer disproportionately from potentially catastrophic changes to ecosystems in the coming decades, but ultimately all groups in all societies stand to lose.

21. On the other hand, the options for addressing the crisis are wider than in earlier projections. Determined action to conserve biodiversity and use it sustainably will reap rich rewards. It will benefit people in many ways, through better health, greater food security and less poverty. It will safeguard the variety of nature, an objective justified in its own right according to a range of belief systems and moral codes. It will help to slow climate change by enabling ecosystems to absorb and store more carbon, and it will help people adapt to climate change by adding resilience to ecosystems and making them less vulnerable.

22. The maintenance and restoration of natural infrastructure can provide economic gains worth trillions of dollars a year. The latest science suggests ever more strongly that better management, conservation and sustainable use of biodiversity is a prudent and cost-effective investment in social and economic security, and in risk reduction for the global community. The *Global Biodiversity Outlook* analyses why efforts to date have not been sufficient to reduce significantly the rate of biodiversity loss and concludes that concerted and targeted responses, with action applied at appropriate levels to address both the direct pressures on biodiversity and their underlying causes, can in the long term stop or even reverse the continued loss of the variety of life on Earth.

23. The action taken over the next two decades will determine whether the relatively stable and benign environmental conditions on which human civilization has depended for the past 10,000 years will continue beyond this century. If we fail to use this opportunity, many ecosystems on the planet will move into new, unprecedented states in which their capacity to provide for the needs of present and future generations is highly uncertain.

III. High-level meeting

24. The high-level meeting provides an opportunity for Member States, together with United Nations funds, programmes, specialized agencies and regional commissions, as well as intergovernmental organizations, biodiversity-related multilateral environmental agreements and relevant observers, to consider, on the

basis of the latest science, the status and trends of biodiversity, the risks that the continued loss of biodiversity represent for human well-being, development and security, and the necessary strategies and measures to reduce such risks.

25. The meeting will also provide the opportunity for heads of State and Government and of United Nations and intergovernmental bodies to provide the necessary high-level support for a sustained and coordinated global response to these biodiversity challenges and guidance to the relevant organizations and agreements.

26. In order to prepare the high-level meeting, an informal brainstorming meeting will be held in Geneva on 1 and 2 September 2010, at the invitation of the Government of Switzerland, with representatives of countries invited to co-chair the panels. The informal brainstorming session will be followed on 3 September 2010 by a ministerial meeting of the 11 States that have presided or who will preside the Conference of the Parties to the Convention, namely, the Bahamas, Indonesia, Argentina, Slovakia, Kenya, the Netherlands, Malaysia, Brazil, Germany, Japan and India. The conclusions of the meetings in Geneva will be disseminated in due course.

IV. Format of the high-level meeting

27. As noted above, the General Assembly has decided that the high-level meeting will consist of an opening plenary meeting, consecutive thematic panels and a closing plenary meeting. The annex contains the proposed organization of the meeting.

28. The thematic panels will consider four core strategic and political issues, the successful resolution of which will allow the Nagoya meeting to pave the way for a phase of focused implementation of the Convention, thereby providing impetus for achieving its three objectives.

29. These core issues are: framing the post-2010 biodiversity strategy; ensuring the means for implementing the post-2010 biodiversity strategy; deriving benefits from biodiversity for development and poverty alleviation; and ensuring that measures to meet the objectives of the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change are mutually supportive and reinforcing.

Topic 1
Framing the post-2010 biodiversity strategy

30. Action is urgently needed to avoid reaching tipping points or critical thresholds that will lead to irreversible loss of biodiversity and ecosystem services, with dangerous consequences for human well-being.

31. The 2010 biodiversity target has inspired action at many levels. However, such action has not been on a scale sufficient to address the pressures on biodiversity. Moreover, there has been insufficient integration of biodiversity issues into broader policies, strategies and programmes, and therefore the underlying drivers of biodiversity loss have not been significantly reduced.

32. The science base is becoming more robust and we have a better understanding than we did before of the relationship between biodiversity and ecosystem services, and of how biodiversity is needed to maintain resilience and provide multiple services for a range of beneficiaries. However, despite greater understanding of the linkages between biodiversity, ecosystem services and human well-being, the value of biodiversity is still not reflected in broader policies and incentive structures.

33. The *Global Biodiversity Outlook* provides a peer-reviewed science-based assessment of the progress towards the 2010 biodiversity target, and future challenges. Based on 120 national reports submitted by Parties to the Convention on Biodiversity, the *Outlook* demonstrates that the 2010 biodiversity target has not been achieved. The diversity of genes, species and ecosystems continues to decline, as the pressures on biodiversity remain constant or increase in intensity as a result of human action.

34. Unless urgent action is taken to reverse current trends, a wide range of services derived from ecosystems, underpinned by biodiversity, could rapidly be lost. While the harshest impacts will fall on the poor, thereby undermining efforts to achieve the Millennium Development Goals, no one will be immune from the impacts of the loss of biodiversity. If current trends persist during the present century this will have drastic consequences for human societies, as several tipping points or thresholds will be crossed.

35. If we fail to agree now on how to reverse these trends, many ecosystems on the planet could move into new, unprecedented states in which the capacity to provide for the needs of present and future generations is highly uncertain.

36. In Nagoya, the Conference of the Parties will adopt a revised and updated strategic plan for the Convention for the period 2011-2020.

37. This strategic plan needs to enable quicker and more effective implementation of the Convention on Biological Diversity and facilitate a more focused and targeted approach. It should build on the previous plan and the lessons learned from its implementation. It should also provide a short and simple focus for the Convention.

38. The strategic plan should set out a global vision that constitutes our collective aspiration for the biological diversity of the planet. It should provide a flexible framework for enhancing coherence in the implementation of the provisions of the Convention and other biodiversity-related conventions and of the decisions of the Conferences of the Parties, including the programmes of work, and for setting and achieving the national commitments by Parties which are collectively necessary to achieve this aspiration.

39. The objectives of the Convention and other biodiversity-related conventions can only be met through effective and coherent national action, including at the local level, and national biodiversity strategies and action plans need to be revised and adopted as Government-wide policy instruments, with strengthened implementation mechanisms and institutions, as the national framework for achieving the mission and targets of the post-2010 strategic plan.

40. In order to increase the broad ownership of work at all levels to achieve the objectives of the various conventions, there is a need for better integration of the work programmes of United Nations agencies, multilateral environmental agreements and other processes.

41. It is therefore important to translate the vision, mission and targets of the strategic plan into instruments that are appropriate to and will work at the national level. Parties will need to establish their own measurable biodiversity targets or commitments, consistent with both the global targets in the strategic plan and their own national needs, priorities and assessment of threats, and incorporate them into revised and updated national biodiversity strategies.

42. The strategic plan will also serve as the basis for the development of communication, education and public-awareness action to explain the importance of biodiversity in providing essential ecosystem services, and the risks to human well-being that the loss of these services represents. This is an area where scientists and the biodiversity community have not been successful in explaining the potential consequences of the biodiversity crisis to policymakers, opinion formers and the general public.

43. *Questions for discussion*

- *As Head of State or Government what is your biodiversity vision, for your country, your region and globally?*
- *What lessons need to be learned from the experience of the 2010 biodiversity target and what guidance can you provide to the negotiators at Nagoya to ensure that the new strategic plan for the Convention is comprehensive, ambitious and achievable?*

Topic II
Ensuring the means for implementing the post-2010 biodiversity strategy

44. The Convention on Biological Diversity needs to shift its focus towards an emphasis on supporting and facilitating implementation, especially at the national and local levels.

45. Most countries report that they lack sufficient human and financial resources for the implementation of the Convention, as well as access to the information they need and the means to analyse it. At the same time, there is, in fact, a wealth of information, expertise and experience among the Parties to the Convention and partner organizations. The challenge is to marshal this knowledge to support implementation of the Convention.

46. There is a need for increased financial resources for effective implementation of the Convention, including innovative financing and resource mobilization mechanisms. It will be necessary to ensure the alignment of the financial mechanism with the strategic plan and enable it to provide adequate, predictable and timely support to the implementation needs of the Parties.

47. While most activities to implement the Convention are carried out at the national level, the Convention bodies have a key role to play in reviewing implementation, promoting cooperation to address common issues and ensuring that effective support mechanisms are provided for capacity development; knowledge generation, use and sharing; and access to financial and other resources.

48. For the Convention bodies to play this role and for the Parties to be able to effectively access the necessary support mechanisms, enhanced monitoring and review of the implementation of the Convention is also required. Robust assessments of status and trends will require continued improvement in national

reporting. The proposed Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services, and the Biodiversity Observation Network that is under development may represent important contributions. The Environment Management Group is preparing an analysis of how the various United Nations agencies can support countries in the implementation of the post-2010 targets.

49. Other needs include more efficient and innovative sharing of best practice, tools, methodologies, scientific knowledge and experience; technology transfer under the terms envisaged by the Convention; and greater engagement of and coordinated action by international and regional organizations whose mandates cover sectors that use or impact on biodiversity issues, in order to address the drivers of biodiversity loss.

50. Some Parties have suggested that enhanced mechanisms to ensure compliance with implementation and with commitments to provide the necessary resources are required.

51. In February 2009, an Issue Management Group on the post-2010 biodiversity target was established under the Environmental Management Group. The main conclusion of the report of the Environmental Management Group on the post-2010 target will be made available to participants.

52. *Questions for discussion*

- *What are the human, institutional, scientific and financial resources that countries need in order to fully implement the Convention and what mechanisms are needed to ensure that each country has access to the resources it needs?*
- *How will you ensure that the post-2010 biodiversity strategy is reflected in your national biodiversity strategy and action plan, including a set of measurable national biodiversity targets?*
- *How will you ensure that the post-2010 biodiversity strategy is reflected in your national and local development priorities and that biodiversity will be mainstreamed throughout government and in all sectors of society and the economy?*

Topic III
Deriving benefits from biodiversity for development and poverty alleviation

53. The Convention recognizes that "economic and social development and poverty eradication are the first and overriding priorities of developing countries" and that "conservation and sustainable use of biodiversity is of critical importance for meeting the food, health and other needs of the growing world population, for which purpose access to and sharing of both genetic resources and technologies are essential".

54. The extent of linkages between the ecosystem services provided by biodiversity and the development goals of ending poverty, hunger and disease and improving health is deep and broad. Declining provision of ecosystem services resulting from biodiversity loss has severe consequences for human societies and economies and for the future of life on the planet. Poor people are particularly vulnerable to these consequences as they are directly dependent on biodiversity for their day-to-day survival. To take just one example, an estimated one billion people

in developing countries depend upon fish as their primary source of food. However, 80 per cent of the world's fisheries are fully or over-exploited.

55. Recognition of the linkages between the ecosystem services provided by biodiversity and development goals is the reason for the integration of the 2010 biodiversity target into Goal 7 of the Millennium Development Goals.

56. The existence of a variety of ecosystems, of different species and of genetic diversity is essential to maintaining human health, in terms of food security and adequate nutrition, resistance to infectious and vector-borne diseases, mental health and reduction of disaster risk. Not least, biodiversity provides the material from which all traditional medicines and many synthetic drugs are derived.

57. Crop genetic diversity is humanity's key to maintaining crop resistance to pests and diseases, and to adapting agricultural systems to climate change. As the basis for the development of new crop varieties, and for the improvement of existing ones, genetic diversity will become increasingly important to food security. Our ability to continue to grow enough food will depend on how we manage agricultural ecosystems and crop diversity at the species, genetic and landscape levels. Beyond quantitative considerations, the diversity of local edible vegetables, fruit and tubers and of traditional varieties of crops, which often have higher nutritional value than modern varieties, is vital in assuring good health.

58. Changes to and disruption of ecosystems can leave people more vulnerable to disease as the habitats and life cycles of disease-causing organisms change. Human impacts on the environment have been associated with outbreaks of malaria, dengue haemorrhagic fever, Severe Acute Respiratory Syndrome (SARS), Ebola haemorrhagic fever, Marburg haemorrhagic fever, Hantavirus pulmonary syndrome, avian influenza and echinococcus.

59. The Economics of Ecosystems and Biodiversity (TEEB) study[1] notes that the cost of biodiversity losses is felt on the ground but can go unnoticed at the national and international levels because the true value of natural capital is missing from decisions, indicators, accounting systems and prices in the market. The lack of market prices for ecosystem services and biodiversity means that the benefits we derive from these goods (often public in nature) are usually neglected or undervalued in decision-making. This in turn leads to actions that not only result in biodiversity loss, but also impact on human well-being.

60. This provides a strong case for broad policy action. Put simply, making the benefits of biodiversity and ecosystem services visible to economies and society is necessary to pave the way for more efficient policy responses.

61. Perverse subsidies and the lack of monetary value attached to hugely important services provided by ecosystems have been important factors contributing to the loss of biodiversity. Through regulation and other measures, markets can and must be harnessed to create incentives to safeguard and strengthen, rather than to deplete, our natural infrastructure. The restructuring of economies and financial systems following the global recession provides an opportunity for such changes to be made. Early action will be both more effective and less costly than inaction or delayed action.

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[1] *TEEB — The Economics of Ecosystems and Biodiversity for National and International Policy Makers; Summary: Responding to the Value of Nature*, 2009.

62. Policy responses will include reviewing incentives, identifying options for positive incentives and removing perverse incentives. There are likely to be many opportunities for win-win outcomes, both in direct economic terms and also indirectly, through reducing risks to human health and security, conserving ecosystem services such as water supply and quality or pollination, or retaining social cohesion.

63. Effective implementation of the third objective of the Convention on Biological Diversity, the fair and equitable sharing of benefits arising from the use of genetic resources, will play an important role in capturing the value of biodiversity and providing incentives for its conservation. The current negotiation of an international regime on access to genetic resources and benefit-sharing is expected to be concluded before the meeting at Nagoya, where the Conference of the Parties will adopt the text of a protocol to the Convention. A presentation on the status of the negotiation of the draft protocol on access and benefit-sharing will be made by the Co-Chairs of the Ad Hoc Open-ended Working Group on Access and Benefit-Sharing.

64. The *Global Biodiversity Outlook* provides a clear message that we can no longer see the continued loss of biodiversity as an issue separate from the core concerns of society: to tackle poverty, to improve the health, prosperity and security of present and future generations, and to deal with climate change. Each of those objectives is undermined by current trends in the state of our ecosystems, and each will be greatly strengthened if we finally give biodiversity the priority it desperately needs.

65. In 2008/09, the world's Governments rapidly mobilized hundreds of billions of dollars to prevent the collapse of a financial system whose flimsy foundations took the markets by surprise. Now we have clear warnings of the potential breaking points towards which we are pushing the ecosystems that have shaped our civilizations. For a fraction of the money summoned up instantly to avoid economic melt-down, we can avoid a much more serious and fundamental breakdown in the Earth's life support systems.

66. The critical link between biodiversity, ecosystem services and human well-being is better understood than before, but action to translate such understanding into visible and result-oriented initiatives is still lacking.

67. *Questions for discussion*

- *What is your view as Head of State or Government on the importance to your country of the ecosystem services provided by biodiversity and the risks to your country's well-being and security represented by continuing loss of biodiversity?*
- *How are you able to make the economic values of biodiversity visible to economic actors and policymakers, and effectively integrate those values into decision-making at all levels?*
- *In your country, how can the conservation and sustainable use of biodiversity and the sharing of benefits from the use of genetic resources form part of a green economy that achieves sustainable development and the eradication of poverty?*

Topic IV
Ensuring that measures to meet the objectives of the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change are mutually supportive and reinforcing

68. The pressing issues of biodiversity and climate change are inextricably linked and there needs to be convergence at the international and national levels of efforts to address both sets of issues in a mutually reinforcing manner. There are opportunities for achieving this that cannot be missed, with the meetings of the Conference of the Parties to the Convention on Biological Diversity in Nagoya in 2010 and the Republic of Korea in 2011, and the Cancun[2] meetings in 2010, and with the preparations for the United Nations Conference on Sustainable Development, to be convened in 2012 — "Rio+20". In addition, other biodiversity-related conventions are addressing the effects of climate change on biodiversity and their efforts should be taken into account.

69. Climate change now poses one of the most significant threats to biodiversity. Many impacts of climate change have already been observed, including changes in timing of life events, shifts in the ranges of many species and increased disturbances such as droughts, floods, fire and coral bleaching. This is particularly relevant to migratory species and, therefore, efforts undertaken under the Convention on Migratory Species require further strengthening. The Ad Hoc Technical Expert Group on Biodiversity and Climate Change of the Convention on Biodiversity concluded that climate change will have predominantly adverse impacts on many ecosystems and their services essential for human well-being, with significant adverse economic consequences, including the loss of natural capital, tourism revenue and protection from natural disasters. With regard to species, every 1°C rise in temperature is expected to put an additional 10 per cent of species at increased risk of extinction. Some species and ecosystems are demonstrating some capacity for natural adaptation, but others are already showing negative impacts under current levels of climate change, which are modest compared to most projected future changes. The President of Finland will make a special presentation on the report of the meeting of the Expert Group on Biodiversity and Climate Change, held from 18 to 22 April 2009 in Helsinki.

70. The geographical distribution of species and vegetation types is projected to shift radically due to climate change, with ranges moving from hundreds to thousands of kilometres towards the poles by the end of the 21st century. However, this "natural adaptive" pathway is not open to all species, as a result of reduced mobility linked to natural circumstances and anthropogenic fragmentation. In fact, it is projected that the natural adaptive capacity of many species will be exceeded if certain tipping points are reached. Some of these tipping points may occur at levels of temperature increase well below a mean increase of 2°C above pre-industrial levels.

71. The oceans are a fundamental component of the global carbon cycle. Some 93 per cent of the Earth's carbon dioxide is stored and cycled through the oceans. Out of all the biological carbon (or "green carbon") captured in the world, over half

[2] The sixteenth meeting of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the sixth Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol will be held in Cancun, Mexico from 29 November to 10 December 2010.

(55 per cent), is captured by marine living organisms (hence referred to as "blue carbon"). As such, it is estimated that 25-30 per cent of cumulative anthropogenic carbon dioxide emissions have been absorbed by the oceans. The ocean's vegetated habitats, in particular mangroves, salt marshes and sea grasses, cover less than 0.5 per cent of the seabed. They form the Earth's blue carbon sinks and account for more than 50 per cent, perhaps as much as 71 per cent, of all carbon storage in ocean sediments. They comprise only 0.05 per cent of the plant biomass on land, but rank among the most intense carbon sinks on the planet. The rate of loss of these marine ecosystems is much higher than that of any other ecosystem on the planet; in some instances it is up to four times that of rainforests. Currently, on average, between 2 and 7 per cent of our blue carbon sinks are lost annually, a seven-fold increase compared to only half a century ago.

72. The degradation of important blue carbon sinks is further compounded by the changing ocean chemistry as a result of the increased carbon dioxide absorption, a phenomenon that has come to be known as ocean acidification. Ocean acidity has increased by 30 per cent since the Industrial Revolution, a change that is about 100 times faster than any change in acidity during the past 50 million years or so. Surface level acidity in the oceans is expected to increase significantly during the present century in the absence of substantial and effective efforts to reduce carbon dioxide emissions. The adverse impacts of ocean acidification on marine life, and ultimately their socio-economic effects, are not yet completely understood, but recent findings on the sensitivity of corals to higher acidity and on the weakening of shell formation by shellfish are alarming. Coral reefs, economically and biologically important marine ecosystems already threatened by increasing sea surface temperatures and associated bleaching, will therefore face additional threats from ocean acidification if atmospheric carbon dioxide concentrations continue to rise at current rates.

73. Global responses to climate change include mitigation of the underlying causes of climate change, and adaptation to help humans and natural systems cope better with the impacts of climate change and withstand inevitable changes until mitigation measures are effective. The conservation and sustainable use of biodiversity can be a significant contributing factor for climate change mitigation and adaptation at all levels and in all regions of the world.

74. Sustainable management of land use as well as of marine habitats (blue carbon sinks) offers multiple benefits for meeting the objectives of both the United Nations Framework Convention on Climate Change and the Convention on Biological Diversity. The protection of natural forest and peatland carbon stocks, the sustainable management of forests, the use of native assemblages of species in reforestation and land restoration activities, sustainable wetland/coastal habitats management and sustainable agricultural practices play important roles in limiting increases in atmospheric greenhouse gas concentrations and human-induced climate change.

75. Realizing this potential is, however, contingent on the design and mode of implementation of sustainable management measures. For example, primary forests are generally more carbon dense and biologically diverse than other forest ecosystems, including modified natural forests and plantations. Thus, conservation of existing forests, especially primary forests, prevents future greenhouse gas emissions resulting from the loss of carbon stocks and ensures continued carbon

sequestration, in addition to the biodiversity benefits. The world's protected areas contain around 15 per cent of the terrestrial carbon stock. Effectively managing and expanding protected area networks contributes to climate change mitigation by reducing future greenhouse gas emissions and protecting existing carbon stocks, while at the same time conserving biodiversity.

76. Initial responses to climate change may focus primarily on defensive infrastructure. Such infrastructure responses may often be necessary, but there is a danger of little thought being given to options to achieve the same objectives more sustainably, with reduced costs and more co-benefits, by utilizing the services ecosystems can provide. For example, restoring the flood regulation services provided by wetlands may be an attractive alternative to flood engineering works, while also providing additional benefits from fisheries and recreation. Furthermore, without appropriate impact assessments, investments in hard infrastructure can have unintended negative consequences on biodiversity.

77. Implementing effective ecosystem-based adaptation, however, requires an understanding of the value of ecosystem services and the vulnerability of the species and ecosystems on which such services are based. Maintaining natural and restoring degraded ecosystems, and limiting human-induced climate change result in multiple benefits. The objectives of the three Rio Conventions — the United Nations Framework Convention on Climate Change, the United Nations Convention to Combat Desertification and the Convention on Biological Diversity — and of other biodiversity-related conventions are mutually supportive. Joint work programmes adopted by their Parties would ensure synergies and complementarities, resulting in global environmental benefits.

78. *Questions for discussion*

- *How do you envisage managing biodiversity and ecosystems in your country to contribute to your national climate-change mitigation and adaptation strategies, including REDD+?*[3]
- *How will you promote synergies among the three Rio Conventions and other biodiversity-related conventions at the national level and what is needed at the international level, from their Conferences of the Parties and from the 20-year review of the Rio summit, to support national efforts?*
- *What can be done to ensure that the oceans can continue to function as important blue carbon sinks?*

[3] Reducing Emissions from Deforestation and Forest Degradation (REDD) is an effort to create a financial value for the carbon stored in forests, offering incentives to developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development. REDD+ goes beyond deforestation and forest degradation to include the role of conservation, sustainable management of forests and enhancement of forest carbon stocks.

Annex

Proposed format for the high-level meeting

1. The relevant resolutions of the General Assembly call for opening and closing plenary meetings and consecutive thematic panels. Panels will address the following topics:

- Topic I. Framing the post-2010 biodiversity strategy
- Topic II. Ensuring the means for implementing the post-2010 biodiversity strategy
- Topic III. Deriving benefits from biodiversity for development and poverty eradication
- Topic IV. Ensuring that measures to meet the objectives of the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change are mutually supportive and reinforcing

2. The meeting will be chaired by the President of the sixty-fifth session of the General Assembly. The panels will be co-chaired by Heads of State and Government at the invitation of the President of the sixty-fourth session of the General Assembly on the basis of equitable geographical representation. The President of the General Assembly will prepare a summary of the discussions during the high-level meeting for presentation at the closing plenary meeting and for transmission, under his authority, to the tenth meeting of the Conference of the Parties to the Convention on Biological Diversity.

3. The following organization of work is suggested:

9 a.m. to 10 a.m.

Opening plenary meeting

Statement by the President of the sixty-fifth session of the General Assembly

Statement by the Secretary-General

Statement by the Chancellor of Germany (President of the ninth meeting of the Conference of the Parties)

Statement by the Prime Minister of Japan (President of the tenth meeting of the Conference of the Parties)

10 a.m. to 1 p.m.

Panel

Topic I. Framing the post-2010 biodiversity strategy

Topic II. Ensuring the means for implementing the post-2010 biodiversity strategy

3 p.m. to 5 p.m.

Panel

Topic III. Deriving benefits from biodiversity for development and poverty eradication

Topic IV. Ensuring that measures to meet the objectives of the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change are mutually supportive and reinforcing

6 p.m. to 7 p.m.

Closing plenary meeting

(to be held immediately following the closing of the high-level plenary meeting on the Millennium Development Goals)

Presentation of the summary of the high-level meeting and concluding remarks by the President of the General Assembly

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Sixty-fifth year

Report of the Peacebuilding Commission

Report of the Secretary-General on the Peacebuilding Fund

Follow-up to the outcome of the Millennium Summit

Strengthening of the United Nations system

Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict

I. Introduction

1. In 2009 I submitted my report on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304) to the Security Council and the General Assembly. I outlined how the United Nations and the international community could support national efforts to secure sustainable peace more rapidly and effectively, including in the areas of coordination, civilian deployment capabilities and financing. In its subsequent presidential statement of 22 July 2009 (S/PRST/2009/23), the Council invited me to report within 12 months on progress achieved in fulfilling the agenda for action set out in that report, taking into consideration the views of the Peacebuilding Commission. Accordingly, following consultations with the Peacebuilding Commission on 23 June 2010, I am submitting the present report to the Security Council and the General Assembly.

2. The challenges that the international community faces in peacebuilding have not diminished since my last report. Indeed, the current agenda of the Security Council reflects their range and depth, from Timor-Leste to Sierra Leone or Nepal, where the emphasis is on consolidating progress towards lasting peace and preventing any relapse into conflict, to the Democratic Republic of the Congo or Chad, where the peacekeeping operations that directly enable continued peacebuilding efforts face unique challenges. Even in country situations as diverse as post-earthquake Haiti, or the Sudan after the expected referendum, where meeting urgent humanitarian needs or securing stability are the most immediate demands, our underlying long-term challenge remains how to build sustainable peace.

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3. I welcome therefore the increasing emphasis that Member States are placing on the need to ensure the sustainability of the international community's peacebuilding efforts. I share the determination of Member States, clearly expressed in the recent debates of the Security Council on peacebuilding and on transitions from peacekeeping, to support more effectively the efforts of post-conflict countries to make a decisive shift to an enduring peace. The preparations for the Group of Eight summit in 2010 and the World Bank *World Development Report 2011* likewise show the importance the international community attaches to the prevention of violence and sustainable peacebuilding.

4. Peacebuilding is primarily a national challenge and responsibility. But the international community, including the United Nations, has a critical role to play in supporting the national agenda. Our response must be a collective effort, with all the pillars of the United Nations — peace and security, human rights, development and humanitarian — fully engaged in support of a common vision. International standards, including human rights standards, must underpin all the efforts of the international community. My last report set out an ambitious agenda for action that called for stronger leadership, more effective strategies and planning, strengthening our coordination within the United Nations system and our capacity to deliver, predictable deployment of civilian capacities, more productive United Nations-World Bank engagement, furthering national ownership, strengthening national capacity development and improving peacebuilding financing. Across this broad agenda we have taken steps towards strengthening the United Nations response while advocating for an earlier, more coherent response from the wider international community.

5. Progress has been made in several areas, including leadership, civilian capacity, financing and increasing system-wide coherence. But we still have a long way to go. The strategic and management changes needed at Headquarters to enable the United Nations to deliver more effectively will take longer than one year to translate into real impact on the ground. In some areas, such as predictability of response and national capacity development, much greater efforts are required with and from our international partners, including other key multilaterals such as the international financial institutions and Member States, regional organizations and civil society, to reach agreement on how we will work together to address the continuing challenges. Our impact in country will be greater when complemented by a more coherent response from the international community.

6. Events of the last year have presented many opportunities for implementing this agenda, in country situations that range from the immediate aftermath of conflict, longer-term peace consolidation, and the transitional periods in between. This progress report includes examples of our experience from these diverse contexts because they all yield useful lessons for that crucial immediate post-conflict period.

7. The support of Member States for my report last year created valuable momentum towards implementing my agenda for action, which I gratefully acknowledge. Member States are key stakeholders in peacebuilding and share the responsibility for its success. I rely on them, therefore, to play their part in our collective effort — not just through the commitment of resources, but through coherent, consistent and sustained participation in all the various peacebuilding forums.

II. Effective leadership, coordination and accountability

8. One of the core elements of the agenda for action in my last report was the need for stronger, more effective and better supported United Nations leadership teams on the ground. Identifying and deploying individuals with the requisite knowledge and experience in post-conflict or post-crisis settings remain a critical challenge. I consider it a priority to ensure that suitably qualified leaders are deployed as early as necessary and that senior leadership teams are functioning effectively and are held accountable.

9. Over the past year, efforts have been made to better assist in bridging leadership gaps in field missions. Seasoned managers from across the United Nations system have been deployed more systematically at short notice, for short periods of time, to bridge these gaps. Effective examples can be seen in the dispatch of temporary leadership to the missions in Haiti, Somalia, Chad, Côte d'Ivoire and Afghanistan. In Haiti, where a fragile, conflict-prone country suffered a devastating earthquake that took the lives of my Special Representative, the Deputy Special Representative, the Police Commissioner and many other key staff, I immediately dispatched two of my most senior officials to fill the gap, supported by teams of strong staff. We will continue to build on and learn from these cases by increasing the pool of individuals with the necessary range of skills and experience who can be called upon to undertake these temporary assignments.

10. Our experience in Haiti also illustrates the importance of reinforcing leaders with properly equipped and trained teams of experts. Multidisciplinary teams with expertise in peacekeeping planning and mission support, including former staff of the United Nations Stabilization Mission in Haiti (MINUSTAH) with valuable local knowledge and experience, were deployed jointly by the Department of Peacekeeping Operations and the Department of Field Support. United Nations agencies, too, rapidly deployed staff with relevant experience, including senior experts to support the post-disaster needs assessment. I reiterate my request to Member States to support my initiative to create and train unified teams of experts, from across the United Nations system, to support senior leaders deployed in the immediate aftermath of conflict or other fragile situations. This is vital to crafting coherent peacebuilding strategies from the very start.

11. To reinforce these efforts to deploy the right leadership, a senior level mechanism has been introduced at Headquarters to help ensure that leadership teams in the field, in integrated settings, function effectively and to troubleshoot in instances where they do not. This collective approach will enable Headquarters to better address the range of issues faced by senior United Nations representatives and promote more integrated and effective leadership teams on the ground.

12. In order to strengthen my senior leaders' accountability, I have extended the application of the senior manager's compact to leaders of peacekeeping operations and special political missions. The field compact has been aligned with the senior manager's compact at Headquarters for consistency in the assessment of leadership performance across the Organization. At the same time, the field compact has been tailored to ensure its relevance to the field, and to improve coherence between mission and Headquarters leadership in support of mandate implementation. All senior managers of peacekeeping operations and special political missions will have completed their compacts by June 2010.

13. In my last report I noted that stronger, more effective leadership in the field requires improved guidance and support from Headquarters. In this regard, the Integration Steering Group, which includes the peace and security, humanitarian, and development actors across the United Nations system, has provided new guidance and minimum standards for Headquarters-based task forces charged with providing coherent policy guidance for peace consolidation in 18 countries where there is both a Mission and a United Nations country team. These task forces now include field colleagues and can act as important drivers of a coherent United Nations approach during challenging periods or transitions. They meet regularly at the Director and even the Principal level in response to crises or to plan future strategies.

14. We have also taken action to improve Headquarters support to resident coordinators and United Nations country teams, focusing particularly on countries facing complex political challenges that do not have a resident United Nations peacekeeping or political mission. United Nations Headquarters representatives and resident coordinators convened in October 2009 to discuss how United Nations country teams can help national counterparts to manage or resolve emerging challenges, and what support they need from Headquarters to do so. As a result, efforts are under way to strengthen cooperation between United Nations Headquarters and country teams, including more systematic communication, operational assistance and technical expertise, and enhanced training for Headquarters and field staff.

15. This new approach was applied in Guinea, for example, where the United Nations has worked closely with regional and international partners to support an inclusive, peaceful return to constitutional order following the military's seizure of power in December 2008. The office of the Resident Coordinator was strengthened with expertise in mediation, strategic planning, external communications, advocacy, electoral assistance, and project implementation. Allocations from the Peacebuilding Fund were reprogrammed in support of the transitional framework agreed in January 2010, including funding for the Joint Economic Community of West African States (ECOWAS)-African Union-United Nations security sector assessment, with additional funding to assist the ECOWAS-led mediation efforts by President Blaise Compaoré of Burkina Faso. The Office of the United Nations High Commissioner for Human Rights is opening a country office in Guinea to help the Government address the underlying causes of violence and instability. The United Nations system on the ground in Conakry is now better positioned to support Guinea in addressing its transition priorities.

16. Similarly, following the coup in Honduras in June 2009, the Resident Coordinator received additional support from Headquarters. A joint UNDP-Department of Political Affairs mission was dispatched to assist the country team in reviewing and adapting its governance programmes. A senior official from the Department of Political Affairs participated in a high-level visit of the Organization of American States (OAS) to Honduras in October 2009 to facilitate dialogue between the parties, and a consultant has now been deployed to support the process of reconciliation and national dialogue.

17. Progress has also been made in enhancing the analysis and planning capacities of Resident Coordinators' offices. A mechanism has been created to fund a core group of experts who can be deployed to Resident Coordinators' offices on a longer-

term basis, following on from temporary deployments, thus ensuring continuity of support. Experts have deployed to seven countries so far, including Nepal, Guinea, the Democratic Republic of the Congo and the Central African Republic.

III. Assessment, planning and strategy

18. In my last report I stressed the need for the United Nations to improve its ability to agree on and deliver a critical set of priorities for early post-conflict environments. These priority areas span development, peace and security and human rights, reflecting the interlinked and mutually reinforcing nature of these areas, as repeatedly emphasized by Member States, including in the 2005 World Summit Outcome. In the past year, we have made significant progress towards developing integrated strategies for peace consolidation. However, earlier attention and stronger planning capacities are needed to achieve the goal set out in my last report: to agree rapidly on a common approach in the immediate aftermath of conflict. The challenge of preserving humanitarian space in these situations adds to the complexity of coordinating a response.

19. Efforts in this area are supported by the new United Nations system-wide guidelines for the Integrated Missions Planning Process, which are mandatory in 18 locations with a United Nations Mission and United Nations country team.[1] These new guidelines, endorsed by the full range of peace and security, humanitarian, human rights, and development actors within the United Nations system, set standards for Headquarters and field-based integrated strategy and planning. They include two significant changes that complement my agenda for action: first, the requirement for senior leadership teams to directly oversee and drive integration processes with the aim of improving the collective peacebuilding effort of the United Nations; and, second, the development of integrated strategic frameworks for peace consolidation that promote mutual accountability by attributing roles and responsibilities to individual agencies and the Mission. In Liberia, for example, detailed operational workplans drawn up under the combined United Nations Development Assistance Framework/integrated strategic framework are used by my Special Representative to identify resource gaps and track delivery rates. The most recent integrated strategic framework exercise, in the occupied Palestinian territory, where roles and responsibilities were already fairly clear, facilitated agreement about how the different strategic activities would be implemented. These initial integrated strategic framework exercises are also revealing the inherent challenge in preparing common frameworks that bring together Missions and United Nations agencies, with their varied budget sources and planning cycles, and thereafter ensuring adequate and timely financial resources for the key priorities.

20. Early lessons learned on United Nations transitions and reconfigurations in the United Nations Integrated Peacebuilding Office in Guinea-Bissau and the United Nations Integrated Peacebuilding Office in the Central African Republic integrated peacebuilding missions, as well as the establishment of the United Nations Mission in Nepal, point to the inadequate nature of the financing arrangements for these types of special political missions in the field. The lack of pre-mandate commitment

[1] Burundi, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of the Congo, Guinea-Bissau, Liberia, Sierra Leone, Somalia, Sudan, Occupied Palestinian Territory, Lebanon, Iraq, Afghanistan, Nepal, Timor-Leste, Kosovo and Haiti.

authority and access to predictable and adequate resources meant that ad hoc arrangements were needed to conduct these complex exercises, creating significant obstacles to the smooth and timely establishment of the new missions, integration with others, and implementation of their mandates. There is a compelling need to address this, particularly since the Security Council increasingly relies on such missions to support critical political and peace consolidation processes, including protecting peacekeeping investments. I intend to submit proposals to the sixty-fifth session of the General Assembly to address this fundamental gap in our collective ability to successfully field these missions.

21. In my last report I encouraged my senior representatives in country to convene relevant actors in the immediate aftermath of conflict and to develop early strategy and action plans to address immediate national priorities. Over the past year we have tried to apply this approach in countries undergoing various forms of crisis. In Guinea the United Nations was able to use Peacebuilding Fund resources to kick-start a common peacebuilding approach: to develop a short-term strategic plan that focused on supporting the political process, humanitarian needs, security sector reform and human rights; and, by adjusting the Peacebuilding Fund priority plan, to respond to emerging needs, including help for victims of sexual violence and strengthening capacity to prevent sexual violence in future.

22. In early 2009 the United Nations response to the Djibouti Peace Agreement and the inauguration of a new Somali President showed its ability quickly to produce a prioritized, costed action plan, in conjunction with the World Bank, given effective coordination between the Resident Coordinator and senior mission leadership, and with Member States. However, the subsequent difficulty of attracting new funds to implement the identified priorities shows the importance of Member States' readiness to be flexible and tolerant of risk in cases of similar urgency.

23. In the wake of a crisis, an immediate United Nations response will be needed, including on the future of United Nations programming, and even before an early strategy can be developed, as for example after the coups in Honduras and Madagascar. I have instituted a policy to establish an interdepartmental working group within 24 hours of any unconstitutional change in government, in order to determine a strategic response. Notwithstanding the urgency, these must still be collective decisions involving Headquarters and the field, reflecting an understanding of country needs and United Nations capacities and space for action.

24. This strategic planning at Headquarters must be backed up by corresponding coordination structures in the field. After the Haiti earthquake, despite initial difficulties in coordinating a system-wide response, MINUSTAH and the country team worked together to undertake an integrated strategic planning process that informed a rapid review of the Mission mandate. This forms an early basis for an integrated strategic framework, which should be aligned to the emerging national planning process. While our aim should be to support nationally owned planning processes, we saw in Haiti how difficult it is to realize true national ownership when national capacity has been devastated. In such cases we must avoid the trap of diverting too much national capacity to the planning process too early, thus depriving Governments of the capacity they need to carry out their essential functions.

25. Thorough conflict analyses are vital in identifying the most urgent peacebuilding priorities. The post-conflict needs assessment, a critical tool for bringing the international community together around common priorities, has been adopted by the United Nations Development Group (UNDG), the World Bank and the European Commission as a common and joint methodology. Efforts have been made to expand this partnership to other regional institutions such as the African Development Bank. A joint expert roster and training is being developed in order to provide more coordinated, timely and predictable support to post-conflict needs assessment exercises.

IV. National capacity development

26. In my last report, I emphasized national capacity development as the cornerstone of all peacebuilding efforts. National leadership is crucial because it enables national actors to set priorities and engage international partners in support of a common vision. Developing capacity at subnational and local levels is also essential. Women's capacities to engage in decision-making or contribute to economic recovery, which are often overlooked, require particular attention.

27. To achieve these ambitious goals, more must be done to mainstream national capacity development as a system-wide priority and to integrate short-term interventions into longer-term strategies for peacebuilding. For example, with financing from the Peacebuilding Fund, the United Nations Children's Fund (UNICEF) in Nepal has supported community-based programmes that help children associated with armed groups reintegrate into their communities. In addition to helping over 10,000 individual children since 2009, of whom 39 per cent are girls, support is also provided to community structures, including 195 schools, thus developing local capacity to prevent conflicts from recurring.

28. But such approaches have to be mainstreamed from the very start. In the immediate post-conflict period in Liberia, the United Nations and the World Bank initially tried to address the widespread lack of national capacity by injecting technical experts, many from the Liberian diaspora, into critical government offices. While these secondments are considered to have been necessary and largely successful, they were not always designed to build local capacity. The resulting gap is being addressed only now by a newly developed capacity development strategy that will be monitored by a permanent Government Office for Capacity Development.

29. The international review of civilian capacity now under way is founded on the premise that deployment of international experts should always be based on an assessment of existing capacities, local and regional, and geared to support national capacity development efforts. For example, in Afghanistan, UNDP and the World Bank have supported the Capacity for Afghan Public Service, which has enabled coaches from Afghanistan and the region, including senior civil servants from India, to work alongside 22 Afghan ministries to implement institutional reform.

30. Various initiatives are under way to improve the tools and approaches of the United Nations to strengthen national capacities after conflict. The inter-agency security sector reform task force is developing practical, field-oriented guidance on priority areas, including supporting national ownership and international coordination of security sector reform processes. A roster of security sector reform

specialists is now available for short-term deployments. The Department of Peacekeeping Operations is developing guidance for Civil Affairs Officers on capacity strengthening for local authorities and supporting national ownership. The post-conflict needs assessment toolkit is being expanded to help conduct capacity assessments and identify capacity development priorities that integrate political, security, economic and social aspects of recovery. UNDP is testing and adapting its capacity assessment, programming and measurement approaches, in order to make the UNDG capacity development methodology more applicable in post-conflict situations.

31. There continues to be a serious gap in national capacities to ensure a stable transition from conflict to sustainable peace and development: the inability of national and community level actors to manage or resolve new or recurrent tensions that might spark renewed conflict. The United Nations has accelerated work to address this gap, developing guidance and training programmes to reinforce national capacity in conflict management, from natural resources to implementation of peace agreements. The Civil Affairs components of United Nations peace operations devote increasing attention to strengthening national capacity to manage inter-community conflict, drawing on existing local capacity. In Liberia, the joint programme on country support team combines the local presence of Civil Affairs components with the programmatic expertise of five United Nations agencies to support county and district administration across Liberia. In Darfur, the United Nations has supported the unique role of the native administration in resolving community disputes and has enhanced access to justice and dispute resolution through 15 legal aid centres across the Sudan. And in Nepal, the United Nations has worked to pre-empt tensions during elections by assessing high-risk areas in advance and deploying civil affairs teams there. In advance of the referendum in southern Sudan, national United Nations volunteers are being deployed to help communities reach lasting agreements over land and water and to resolve local tensions before they turn violent. In Burundi, the Office of the United Nations High Commissioner for Refugees (UNHCR) implemented a Peacebuilding Fund project to strengthen the capacity of the National Commission for Land and other Properties. The project resolved over 2,000 land conflict cases, prompting a substantial increase in the number of refugees returning from the United Republic of Tanzania for whom land disputes had been a major concern.

V. Women and peacebuilding

32. My report last year emphasized that more concerted efforts were needed to address women's post-conflict needs and to increase opportunities for women to engage in decision-making and economic recovery. At the request of the Security Council, I am preparing a report that will lay out an agenda for action, which should be implemented and monitored as an integral part of this broader peacebuilding agenda. Recommendations in that report will address boosting the role of women in mediation processes; ensuring United Nations operations have adequate personnel to address women's post-conflict priorities effectively; enhancing women's participation in politics and elected office; and increasing the level of post-conflict financing devoted to promoting women's empowerment.

33. In the meantime, good progress has been made towards tracking gender-related allocations in United Nations-managed pooled funds. A gender marker was

introduced in the revised guidelines of the Peacebuilding Fund. The Fund, which to date has allocated 13 per cent of its expenditure to projects that target women beneficiaries and aim to advance gender equality, intends to increase allocations in this area significantly. UNDP now scores all project outputs based on their expected contribution to gender equality. Preliminary analysis suggests that, of 5,820 projects, 22.3 per cent (representing 31 per cent of the budget) were expected to significantly contribute to gender equality. The Office for the Coordination of Humanitarian Affairs has piloted a gender marker in Zimbabwe, the Democratic Republic of the Congo, Yemen and Ethiopia, to be rolled out in 2010. UNICEF will also test a gender marker in various locations in 2010. These pilots show that the marker not only helps track gender expenditures, but also improves gender mainstreaming in projects and helps advocate for increased funding.

VI. Predictable international support: an effective United Nations response

34. In my last report I stressed that national and international efforts in the early post-conflict period should ensure predictable support in the core priority areas of peacebuilding: basic safety and security; support to political processes; the provision of basic services; restoring core government functions; and economic revitalization. In the Democratic Republic of the Congo, for example, where the Government launched in June 2009 a stabilization and reconstruction plan in conflict-affected areas of eastern Democratic Republic of the Congo, national and international partners chose to adapt the existing United Nations strategy as the primary mechanism for international assistance. The strategy was revised to focus on security, political processes, the restoration of State authority and sustainable return and reintegration, with a cross-cutting focus on combating sexual violence. Support to reform of the security sector and the justice and corrections sector, as well as efforts to create livelihoods and promote agricultural productivity, have helped build security and stability. Coordinated efforts by the World Food Programme and UNICEF have helped the reintegration of child soldiers through schooling, feeding and protection programmes.

35. Some progress has been made towards ensuring predictable support in these core areas, but much remains to be done. Arrangements already exist within the United Nations to deliver a more predictable response on rule-of-law assistance; disarmament, demobilization and reintegration; security sector reform; mine action; mediation; and electoral assistance. These arrangements are being reviewed at a senior level, with the reviews of mine action and mediation already completed.

36. In some areas, such as disarmament, demobilization and reintegration, mediation, mine action and electoral support, the internal policy, guidelines and division of labour among United Nations entities are relatively well developed. Building on the good practice of the United Nations focal point for electoral support, focal points for each thematic area should act as a service provider to the United Nations system, with the provision of commensurate resources, and as a source of comparative knowledge and specialist expertise, including standing capacity and expert rosters, on which the whole United Nations system, national authorities, regional organizations, civil society actors and others may call. For example, the review of arrangements on mediation is focused on reinforcing the role

of the Mediation Support Unit of the Department of Political Affairs as a global service provider, having provided operational support to 23 peace processes and capacity-building for national actors, United Nations and regional organizations.

37. But even in the areas where there is a reasonable degree of internal clarity, we face other obstacles to predictability and effectiveness on the ground, such as a lack of predictable, flexible and sufficient funding; human resource procedures that hamper flexibility and rapid deployment; a shortage of deployable specialized capacities; or the challenge of coordinating a multiplicity of actors beyond the United Nations. Moreover, in mine action, the internal policy has not always provided sufficient coordination authority to ensure rapid, predictable and effective delivery in complex post-conflict environments, and it will be under review by inter-agency mine action partners. And in disarmament, demobilization and reintegration, the clear division of labour among actors in peacekeeping operations is not yet equally well established in integrated peacebuilding missions.

38. In the case of electoral assistance, the newly established inter-agency coordination mechanism for United Nations electoral assistance and the revised note of guidance outlining the respective roles and responsibilities of the Department of Political Affairs and UNDP have helped further to clarify roles and responsibilities, but more needs to be done. Given the complexity, cost and high profile associated with Security Council-mandated electoral activities, the lead role of the United Nations focal point needs to be established more firmly. Moreover, the variety of actors outside the United Nations presents a broader challenge of coordination, particularly in translating clearer arrangements at Headquarters to activities in the field. I recommend that the Security Council, when mandating the United Nations to provide electoral assistance, also mandate the United Nations to assist the relevant host country authority in coordinating efforts.

39. In areas where the reviews of existing arrangements are still ongoing, such as security sector reform and rule of law, the reviews are focusing on global roles and responsibilities, as well as addressing the challenges of capacity and delivery at the country level. Notwithstanding the successful examples of United Nations assistance to rule of law on the ground, for example in the Democratic Republic of the Congo, Haiti and the Sudan, efforts to ensure predictable delivery in core peacebuilding areas are still hampered by the lack of quickly deployable expert capacity, inadequate donor funding and coordination, and a multiplicity of funding sources that fail to ensure sustained and coordinated support to all critical actors. In this regard, I call upon Member States to support the overall coordination role of the United Nations in core peacebuilding areas, where mandated, at the country level. The coordination of disparate efforts in support of a nationally owned strategy is a prerequisite for ensuring lasting progress in each of these areas.

40. In sum, our analysis so far reveals that clear roles and responsibilities at the global level promote predictability of delivery, and that having a focal point for each thematic area as a resource for planners and United Nations leaders in the field helps ensure coverage of gaps. On the one hand, the United Nations needs practical flexibility based on country-level capacities and presence, and, on the other hand, it would be important to establish clarity in those areas where it is lacking, particularly rule-of-law assistance and security sector reform, including through completing the reviews of current arrangements.

41. In my last report I noted some additional areas where further clarity and predictability are needed. In the area of public administration, a review of country experiences in post-conflict public administration will be conducted with the World Bank and other partners, followed by initiatives to strengthen United Nations capacity, including the improvement of existing rosters. Contributions to this process include the 2010 report of the Department of Economic and Social Affairs entitled *Reconstructing Public Administration after Conflict: Challenges, Practices and Lessons Learned*. On the ground, the Civil Affairs components of various peacekeeping missions are supporting the restoration of State authority and local administration. In southern Sudan, for example, the United Nations has supported consultative processes with civil society, the transport of officials to their counties, use of local and national media to inform about the roles of government institutions and civic duties, and civic education workshops.

42. To support early employment generation, peacekeeping missions and United Nations country teams have worked together in Côte d'Ivoire, Haiti, Liberia and elsewhere to provide jobs for thousands and thus build confidence in the peace process. In Sri Lanka, UNICEF has helped develop livelihoods for children formerly associated with armed groups, and their families, through vocational training and other critical skills. To enable a more systematic approach, an inter-agency task force led by the International Labour Organization and UNDP has produced a policy paper and an operational guidance note on post-conflict employment creation, income generation and reintegration. It aims to help translate emergency employment programmes into sustainable national employment strategies, with particular attention to women and youth. Implementing this policy across the system will require resources to establish a dedicated team to support employment programming in post-conflict countries; stronger partnerships with other United Nations entities and the World Bank; and close collaboration with the Peacebuilding Fund to kick-start programmes for employment creation.

43. Regarding the reintegration of returnees (internally displaced persons and refugees) in the immediate aftermath of conflict, an inter-agency team led by UNDP, the Office for the Coordination of Humanitarian Affairs and UNHCR is cataloguing current efforts and gaps in support of reintegration, with the aim of agreeing on an inter-agency framework for reintegration; strengthening coordinated planning and delivery in the field; and addressing the need for timely and efficient funding in the transition phase. For example, continued funding is essential to support the health and education services being provided by the humanitarian agencies in southern Sudan, vitally important to building stability and encouraging the return of those displaced by conflict. I urge Member States to continue to support United Nations efforts aimed at sustaining voluntary return and reintegration.

44. I wish to highlight two areas of increasing concern where greater efforts will be needed to deliver a more effective United Nations response. First, natural resources: a recent study by the United Nations Environment Programme concluded that 40 per cent of internal conflicts over a 60-year period were associated with land and natural resources, and that this link doubles the risk of conflict relapse in the first five years. Efforts have been made to draw early attention to these risks and to improve inter-agency coordination to address them, including by strengthening national capacity to prevent disputes over land and natural resources, as described in paragraph 31 above. Examples include programmes in Afghanistan, Timor-Leste and the Sudan, where coordination among several United Nations entities

addressing land and natural resource management has demonstrated the importance of an inclusive approach. In order to further deliver on the ground I call on Member States and the United Nations system to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies.

45. Second, organized crime and trafficking networks pose increasing risks to the stability of State institutions and to the entire justice and security architecture in countries recovering from conflict or other crises. In West Africa, for example, a vicious cycle has developed where weak rule of law allows the proliferation of illicit activities controlled by organized criminal groups, which in turn undermine peacebuilding and post-conflict recovery. Failure to address these challenges threatens a relapse into conflict and instability for the States and the region. Strengthened regional approaches, much greater international cooperation and stronger inter-agency cooperation are needed now. I welcome efforts to support the implementation of the ECOWAS action plan to combat transnational organized crime through the inter-agency West African Coast Initiative.

46. The World Bank has significant expertise in certain core peacebuilding areas, including public administration and public finance, the rehabilitation of infrastructure and economic revitalization. Both the United Nations and the World Bank recognize that we should aim to maximize the effectiveness of our collective response to crisis or post-crisis situations. In this regard, we both acknowledge that effective response entails accountability and further clarity about our roles and responsibilities. In the field, allocation of roles and responsibilities will continue to be guided by relative resources, presence on the ground and the views of the host Government. This will help maximize efficiency, effectiveness and coherence with other actors. As emphasized in my last report, however, I continue to believe that gaps in global capacity must also be assessed globally, so that appropriate capacities are built and United Nations leaders in the field or national actors know where to go when they need specific resources or expertise.

VII. Predictable international support: strengthening civilian capacities

47. In my last report, I emphasized that rapid and effective support to countries emerging from conflict requires augmenting existing capacity on the ground and deploying additional international civilian capacity. Such capacities exist within the United Nations, Member States, regional and subregional organizations and non-governmental organizations. The challenge is to ensure that the efforts of these entities to deploy civilians are coordinated and coherent; that capacity corresponds to demand; and that the international community more effectively leverages capacities in the global South and among women. I therefore recommended that the United Nations undertake a review of international civilian capacity, to analyse how to broaden and deepen the pool of civilian experts available to meet these needs.

48. The review has begun, under my auspices, through the Peacebuilding Support Office. I have established a senior advisory group, led by former Under-Secretary-General for Peacekeeping Jean-Marie Guéhenno, that includes two of my Special Representatives of the Secretary-General from peace operations, the Assistant Secretary-General for Human Resources Management, and senior representatives from Member States and civil society. The review is consulting broadly across host

nations and Member States, civil society, field and Headquarters staff of the entire United Nations family, including the international financial institutions, donor agencies and technical cooperation entities.

49. The overall goal of the review is to strengthen the availability, the deployability and the appropriateness of civilian capacities for peacebuilding across the entire United Nations system. It will develop recommendations in various areas, including changes within the United Nations, to ensure that civilian capacities can be deployed effectively and efficiently across the United Nations family, with special attention to gender equity; frameworks to improve linkages between the United Nations, regional entities and Member States; ideas for how to strengthen and leverage civilian capacities from the global South and from among women; and strategies for ensuring that the deployment of civilian experts serves to develop sustainable national capacity. The review will also aim to leverage initiatives already under way among Member States and regional organizations, through regional consultations in which the senior advisory group will be actively involved.

50. The review is deeply into its first phase, drawing lessons directly from countries emerging from conflict and relevant United Nations field operations. Even at this early stage it is becoming increasingly clear that the international community struggles to consistently assess both local needs and existing local capacities, including the capacity to absorb assistance, before deploying international capacities. Augmenting national capacity with international expertise is often required in some critical areas, but it should be paired with capacity development and should have a clear timeline and exit strategy.

51. Initial findings focus on changes to be made within the United Nations in relation to capacity gaps, capacity development, and the challenges presented by the United Nations human resources management system in meeting the unique requirements of the immediate aftermath of conflict. In this context, significant changes are in progress to reform the recruitment and the selection system for Secretariat staff serving in field missions. This includes new contractual arrangements under one series of staff rules, which have enabled the integration of the field and Headquarters into one global secretariat. This new system will allow the Under-Secretary-General for Field Support to laterally move staff between field missions and between Headquarters and field missions, thereby facilitating faster deployments within the Department of Peacekeeping Operations and the Department of Field Support to meet some of the needs presented in the immediate aftermath of conflict.

52. However, post-conflict situations are often non-family duty stations, and the lack of harmonized conditions of service within the United Nations system, especially for staff serving in non-family duty stations, has been a major obstacle to the ability of the United Nations to respond quickly to requests for specialized personnel in the immediate aftermath of conflict and to mobility within the wider United Nations system. This has been further exacerbated by difficult security environments, which have a negative impact on the ability of the United Nations to maintain operations in the countries where we are most needed. A review is therefore being conducted by the International Civil Service Commission on the conditions of service in non-family duty stations for the entire United Nations system. Ensuring the recruitment and the retention of staff in these situations is of utmost priority. In this context, it is also critical to ensure that conditions of service

being applied for staff members in non-family duty stations do not deteriorate. On this basis, I request the General Assembly to take action at its sixty-fifth session to address conditions of service in non-family duty stations in the United Nations common system.

53. A further challenge in the immediate aftermath of conflict is to secure highly specialized expertise on a short-term basis. To do so, the Organization needs to have the option of partnering with others, the capacity for enhanced and targeted outreach, and flexible funding and contracting modalities. The civilian capacities review is therefore also examining how to leverage initiatives under way among Member States and regional organizations. In this regard, the review will also examine the recruitment and the deployment models within the wider United Nations family, particularly those used by the humanitarian agencies to boost initial response capacity in the wake of natural disasters and complex humanitarian emergencies.

54. In my previous report I noted the value of standing capacities, an immediate resource of experienced United Nations staff to be deployed to meet urgent operational needs. I am pleased to note that Member States endorsed my recommendation that we build on the successful experience with the standing police capacity by ensuring the equally rapid deployment of justice and corrections capacities, in order to ensure a holistic approach to strengthening the rule of law in immediate post-conflict settings. Reinforcing standing capacities in key areas such as these will be a critical part of my overall review.

55. Finally, the review will also consider the role of the United Nations Volunteers (UNV) programme, which is making an important contribution to civilian capacities for peacebuilding. Over the past year 60 per cent of its 8,000 volunteers worked in post-conflict countries. Approximately 20 per cent of Civil Affairs staff in peacekeeping missions are UNVs. The UNV programme has made peacebuilding and early recovery priorities for the 2010-2012 period, and intends to expand its roster of volunteers for core peacebuilding areas.

VIII. Engagement with the World Bank

56. In my last report I reaffirmed the World Bank as a critical strategic partner of the United Nations in the initial post-conflict period. I committed to deepening the relationship and ensuring that it can be operationalized to leverage our respective strengths. Building on our 2008 Partnership Framework Agreement, I called for a mechanism for regular headquarters-level consultations on crisis and post-crisis countries of common concern, with the goal of improving our strategic coordination and collective impact.

57. We have since made progress towards closer institutional collaboration at Headquarters level. The United Nations and the World Bank are seeking to initiate a country-specific dialogue between senior officials at Headquarters and in the field on how we respond to emerging issues or concerns such as forthcoming elections or the prospect of rising tensions or economic shocks. The dialogue will be piloted in one country context with a view to its subsequent application in others. World Bank officials are invited with increasing frequency to United Nations high-level strategic policy discussions, including meetings of my Policy Committee. Senior United Nations officials receive regular briefings on key World Bank initiatives, including

the preparation of *Conflict, Security and Development: World Development Report 2011*. Joint activities include a capacity development workshop this June, part of a UNDP-World Bank State building initiative.

58. From an operational perspective, we are finalizing a programme to enhance the understanding of both institutions of the importance and modalities of joint work and to strengthen our collaboration at the country level and make it more systematic. This will comprise common analysis and assessment exercises, joint strategies and training and exchange of staff at Headquarters level. We will focus these efforts in several countries, including the Central African Republic, the Democratic Republic of the Congo, Guinea-Bissau and Liberia. In addition, 11 United Nations agencies, funds and programmes have signed the Fiduciary Principles Accord, which facilitates transfers of resources between United Nations entities and the Bank, and makes it easier to manage our multi-donor trust funds. We intend to provide joint training and support to field presences in the application of the Accord. The Bank and the United Nations are working together to include regional development banks, other regional organizations and bilateral development agencies in our operational partnership.

59. The key challenge in our partnership is to ensure that the cooperation between our institutions becomes embedded in our modus operandi, is systematic and leads to improved delivery at the country level. The World Bank and the United Nations will continue to work together towards this end, and I urge Member States to assist us by ensuring that their guidance to the two institutions is consistent and reinforces this strategic objective.

IX. Financing for peacebuilding

60. Timely funding, aligned with national peacebuilding priorities, is essential for successful peacebuilding. Yet it is often lacking; hence the prescriptions in my last report for faster, more flexible, risk-tolerant funding mechanisms. I again urge donors to be bold and innovative in developing such mechanisms, and to continue to support early recovery and humanitarian assistance in the conflict and post-conflict period, thus building confidence in the peace process through visible, tangible dividends of peace.

61. The main donor forum for discussion of transition financing, the Organization for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) International Network on Conflict and Fragility Financing Task Team is expected to produce recommendations at the end of 2010 to increase the effectiveness of financing in transition situations. These may include improving efforts to measure transition financing across instruments and modalities, establishing a clearer link between financing instruments and national ownership, and improving the operation of pooled funding. A UNDG/Executive Committee on Humanitarian Affairs Task Team on Financing for Transition is providing a strong and coherent United Nations contribution to the International Network on Conflict and Fragility process.

62. The United Nations Peacebuilding Fund is one of several multilateral funds established to pre-position resources for rapid and early disbursement. As suggested in my last report, the Fund has revised its terms of reference and guidelines. It now comprises two funding facilities, the Immediate Response Facility and the

Peacebuilding Recovery Facility, which are focused on four areas: responding to threats to a peace process or supporting political dialogue; building national capacities to resolve conflict; economic revitalization; or re-establishing essential services. This new, simpler structure enables the Fund to provide both a flexible and an early release of funds for critical peacebuilding needs and a second catalytic release as other funds are mobilized, and in doing so to empower United Nations leaders on the ground and support a coherent, strategic response. In particular, the funding ceiling for immediate and urgent peacebuilding support has increased from $1 million per project to $10 million for a portfolio of projects under the new Immediate Response Facility. The Immediate Response Facility has since provided rapid funding to fill a critical gap in resources for elections in the Central African Republic and Burundi, and over $8 million for disarmament, demobilization and reintegration in southern Sudan, ahead of the 2011 referendum. Donors are increasingly participating in the country level joint steering committees, which have delegated responsibility to identify and approve projects for Peacebuilding Fund support. Such collaboration is critical if early Peacebuilding Fund intervention is to succeed in catalysing additional donor support.

63. As a result of these changes, the volume of Peacebuilding Fund allocations has increased substantially since 2009 and the targets for faster approval of project proposals and priority plans have largely been met, including approving Immediate Response Facility proposals within three weeks. The Peacebuilding Fund is now starting to address an issue raised by its Advisory Board: the need to measure outcomes and thus to demonstrate more clearly the impact of the Fund's interventions.

64. A joint donor review of the Peacebuilding Fund identified the need to clarify the comparative advantages of the existing global multi-donor trust funds and to improve their complementarity. A group of donors is now undertaking a study, in cooperation with the Peacebuilding Support Office, to examine these questions. The World Bank is conducting a study of the Bank's experience as a multi-donor trust fund manager that will also examine the partnership between the United Nations and the Bank. As for country-level pooled funding mechanisms, a review is under way, commissioned by the UNDG/Executive Committee on Humanitarian Affairs Task Team, to identify how these can contribute to greater aid effectiveness, including strengthened ownership, coordination, speed, flexibility and risk-sharing, and how to ensure coherence between several different pooled funds in one country, including humanitarian and development funds.

65. Developing national capacities to manage aid information and financial flows is important to sustainable peacebuilding. The Peacebuilding Support Office and UNDP are reviewing lessons learned from the implementation of aid management systems in post-conflict situations, in order to produce guidance on how the United Nations can better support post-crisis countries in managing their aid inflows effectively. They are now designing a proposal for a web-based repository of peacebuilding-related aid information management systems data as a resource for the Peacebuilding Commission and the wider peacebuilding community.

X. Role of the Peacebuilding Commission

66. In my report last year, I noted that the Peacebuilding Commission has a critical role to play in championing and promoting my agenda for action. I am heartened by their active and constructive engagement since then. For example, a recent discussion by the Commission on the international review of civilian capacity provided valuable perspectives on how the review can help devise a more coherent approach to national capacity development. Furthermore, the Commission has increasingly focused on strengthening its partnerships with the international financial institutions and regional organizations, including practical steps to institutionalize its relationship with the African Union.

67. The ongoing review of arrangements set out in the founding resolutions of the Peacebuilding Commission by the General Assembly and the Security Council has generated political momentum and offered Member States an opportunity to engage more deeply in questions about the future of the United Nations peacebuilding agenda. I am confident that Member States will focus the review on making the Commission's impact even more tangible, especially at the country level. I believe that one means to that end is for Member States to take greater ownership of the Commission's agenda and its advice.

XI. Conclusions

68. It is evident from the assessment above that considerable work remains to be done in order to implement my agenda for action and thus to support national efforts to build sustainable peace more effectively. We have seen improvements in certain areas, such as stronger and more accountable leadership. We have embarked on the essential project of strengthening civilian capacities, including the launch of the international review. We have also established United Nations system-wide standards for strategy and planning in mission settings that will, with continued effort, produce more coherent approaches to peacebuilding at the field level. But in other areas we still fall short of an effective and predictable response, including in areas fundamental to sustainable peacebuilding like close collaboration with the World Bank, predictable and norms-based delivery in core areas such as rule of law and security sector reform, and supporting national capacity development through significantly improved operational approaches. We must continue our efforts across the United Nations system to make the necessary changes and to ensure that changes at Headquarters lead to strengthened delivery in the field.

69. The United Nations cannot achieve these goals in isolation. A broader, collective effort is needed, based on strong partnerships with Member States, regional organizations, civil society, the private sector, the international financial institutions and other multilateral partners. Strengthening our relationship with the World Bank, and putting into practice on the ground the vision of collaboration and coordination expressed in our Framework Agreement, is especially important. Strong partnerships with national actors are also needed to further authentic national ownership of peacebuilding, without which we are unlikely to achieve sustainability.

70. The global economic downturn has inevitably put pressure on the availability of donor resources. It has also increased the economic challenges facing post-conflict countries. The need for timely, coherent and sustainable funding for

peacebuilding is therefore all the more important: funding that can be accessed quickly and for as long as it takes to consolidate peace, even when this is a long and difficult process. I urge Member States to make the necessary commitments to achieve this, including through the replenishment of the Peacebuilding Fund starting in 2011.

71. The various elements of this agenda for action are interdependent. If we fail to implement change in one area, progress in others will suffer. Equally, success in one area will bolster the chance of reaching our goals across the board. Fundamental to them all is consistency of support from Member States. I urge Member States to adopt consistent positions on peacebuilding issues across the various peacebuilding forums. For example, anything less than full support for my proposals for human resources reform will undercut the ability of the United Nations to deploy our staff to post-conflict and crisis situations with the necessary speed and flexibility. Likewise, if Member States do not send a clear, consistent message about clarity of roles and responsibilities — whether in the World Bank Governing Board, United Nations subsidiary bodies or elsewhere — then our goals become unclear and our direction weaker. The United Nations is strongest when its membership is united.

72. The agenda for action set out in my report last year was a huge challenge. We have made good progress towards our goals in some areas, but not enough in others. We must continue our efforts to implement the agenda in order to fulfil our commitment to deliver more effective support to peacebuilding. I am personally committed to leading this effort within the United Nations. I look to Member States, our other partners and all peacebuilding stakeholders to work with us towards that end.

United Nations A/64/867

General Assembly

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Sixty-fourth session
Agenda item 64

Second follow-up to the report of the United Nations Fact-Finding Mission on the Gaza Conflict

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 64/254 of 26 February 2010. On 27 May 2010, the Secretary-General sent notes verbales to the Permanent Mission of Israel to the United Nations, the Permanent Observer Mission of Palestine to the United Nations and the Permanent Mission of Switzerland to the United Nations, drawing their attention to the relevant provisions of resolution 64/254, and requesting written information by 12 July 2010 concerning any steps that may have been taken or were in the process of being taken in relation to their implementation.

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I. Introduction

1. The present report, submitted pursuant to paragraph 5 of General Assembly resolution 64/254 of 26 February 2010 (second follow-up to the report of the United Nations Fact-Finding Mission on the Gaza Conflict), in which the Assembly requested the Secretary-General to report to the General Assembly, within a period of five months, on the implementation of the resolution. To fulfil that request, it was therefore necessary to ascertain what steps the parties named in paragraphs 2, 3 and 4 of the resolution had taken.

2. On 27 May 2010, the Secretary-General drew the attention of the Permanent Mission of Israel to the United Nations to resolution 64/254, with the request that the Mission provide the Secretariat with written information, by 12 July 2010, of any steps that the Government of Israel may have taken or was in the process of taking further to the call of the General Assembly in paragraph 2 of the resolution.

3. On 16 July 2010, the Secretariat received a document from the Government of Israel entitled "Gaza Operation Investigations: Second Update".

4. On 27 May 2010, the Secretary-General drew the attention of the Permanent Observer Mission of Palestine to the United Nations to resolution 64/254, with the request that the Mission provide the Secretariat with written information, by 12 July 2010, of any steps that the Palestinian side may have taken or was in the process of taking further to the exhortation of the General Assembly in paragraph 3 of the resolution.

5. On 12 July 2010, the Secretary-General received a letter of the same date from the Permanent Observer Mission of Palestine to the United Nations conveying a letter dated 11 July 2010 from President Mahmoud Abbas of the Palestinian Authority and the report of the Palestinian Independent Commission Investigating in Follow-up of the Goldstone Report, including a general introduction to the report.

6. On 27 May 2010, the Secretary-General drew the attention of the Permanent Mission of Switzerland to the United Nations to resolution 64/254, with the request that the Mission provide the Secretariat with written information, by 12 July 2010, of any steps that the Government of Switzerland may have taken or was in the process of taking further to the recommendation of the General Assembly in paragraph 4 of the resolution.

7. On 12 July 2010, the Secretary-General received a note verbale of the same date from the Permanent Mission of Switzerland conveying a report entitled "Status of the talks on follow-up to paragraph 4 of General Assembly resolution 64/254".

8. The submissions received from the above-mentioned parties total approximately 382 pages. For technical reasons, I am unable to issue the documents or my observations at the present time. I will report further as soon as the technical process of translation is completed.

United Nations A/64/868–S/2010/393

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Security Council

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Sixty-fourth session
Agenda items 48 and 114

Security Council
Sixty-fifth year

Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Identical letters dated 19 July 2010 from the Permanent Representatives of Ireland, Mexico and South Africa to the United Nations addressed to the President of the General Assembly and the President of the Security Council

As set out in the letter of 11 December 2009 from the President of the General Assembly to the United Nations membership and in the letter of 17 December 2009 from the President of the Security Council to the President of the General Assembly, we have undertaken our review of the arrangements set out in General Assembly resolution 60/180 and Security Council resolution 1645 (2005), which established the Peacebuilding Commission, in accordance with paragraph 27 of those resolutions.

We attach our report, which seeks to reflect the views expressed to us by Member States, based on an extensive, open, transparent and inclusive process. Over the course of the past six months, we have held three open-ended informal consultations with the United Nations membership, wide-ranging discussions with key actors in the United Nations system and visits and meetings aimed at consulting a wide range of stakeholders and partners. A full list of our consultations and other meetings is attached to the present report (see annex).

We wish to thank you for the confidence and support from you and your predecessors throughout the process. We are grateful to Member States and interlocutors within the United Nations system for their cooperation and support. We also thank the Assistant-Secretary-General for Peacebuilding Support, Ms. Judy Cheng-Hopkins, and her team at the Peacebuilding Support Office for their assistance and cooperation.

The co-facilitators wish to emphasize the need for consideration and implementation of the range of recommendations made in our report. No doubt you,

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together with future Presidents of the Security Council and the incoming President of the General Assembly, will wish to discuss this important issue; we stand ready to offer our views as to how the implementation of our recommendations can be ensured.

(*Signed*) Anne **Anderson**
Ambassador
Permanent Representative of Ireland to the United Nations

(*Signed*) Claude **Heller**
Ambassador
Permanent Representative of Mexico to the United Nations

(*Signed*) Baso **Sangqu**
Ambassador
Permanent Representative
of the Republic of South Africa to the United Nations

Annex to the identical letters dated 19 July 2010 from the Permanent Representatives of Ireland, Mexico and South Africa to the United Nations addressed to the President of the General Assembly and the President of the Security Council

Review of the United Nations peacebuilding architecture

Executive summary

The establishment of the Peacebuilding Commission in 2005 was seen as a groundbreaking step, holding new promise for the populations of countries emerging from conflict. Five years later, despite committed and dedicated efforts, the hopes that accompanied the founding resolutions have yet to be realized. We are now at a crossroads: either there is a conscious recommitment to peacebuilding at the very heart of the work of the United Nations, or the Peacebuilding Commission settles into the limited role that has developed so far. Our consultations suggest that the membership strongly favours the former path.

Before entering the detail of the report, the co-facilitators set out half a dozen issues that frame the exercise: (a) the complexity of peacebuilding; (b) the imperative of national ownership; (c) the illusion of sequencing; (d) the urgency of resource mobilization; (e) the importance of the contribution of women; and (f) the need for connection with the field.

In the field

The report looks at the mixed experience to date with the four countries on the agenda of the Commission and notes the views of potential "agenda countries". This field perspective brings a number of issues into relief: national ownership (in particular in the planning process) and capacity-building; developmental aspects of peacebuilding; the need for coherence and coordination; and the importance of the regional dimension. Given the widespread lack of knowledge of and misunderstanding about the Commission's role and potential, we underline the need for an effective communications strategy.

Peacebuilding Commission role and performance

The report looks at a number of issues relating to the Organizational Committee, including its composition and representativity, and the potential for distinctive contributions by each of its membership streams. We envisage a more solid relationship between the Organizational Committee and the country-specific configurations, while allowing for the necessary flexibility. The main focus of the Organizational Committee should remain on strategic thematic issues; on building partnerships within and outside the United Nations; and on developing mutual accountability frameworks.

Regarding the country-specific configurations, we consider the challenge of how to combine innovation and vibrancy with weight and solidity. We recommend adding a country dimension to the chairing role, so as to buttress the support available to the Chair. We also recommend the establishment of country-specific configuration liaison committees in the field. We note the widespread support for possibilities of multi-tiered engagement and suggest some options in that regard.

Key relationships

To date, interaction with the Security Council has been limited and falls short of the expectations of 2005. We believe, however, that the potential now exists to create a new dynamic between a more forthcoming Security Council and a better performing Peacebuilding Commission. We consider how this might be given substance, and focus in particular on the potential for the involvement of the Commission in its relationship to the Council's consideration of peacekeeping mandates.

The Commission's relationships with the General Assembly and the Economic and Social Council also remain insufficiently developed and we recommend steps that might be taken. Regarding partnerships in general, we note a growing sense of the importance of strengthening the relationship between the United Nations and the World Bank and suggest a more structured input by the Commission at World Bank headquarters.

We consider why a more diverse range of countries has not been referred to the Commission. With respect to the preventive dimension, we note the scope offered by the existing mandate and suggest it be utilized to the full.

Peacebuilding Support Office and Peacebuilding Fund

The report looks at issues within the Peacebuilding Support Office, where we recommend a strengthening of resources and a better use of existing resources. The weight of the Support Office within the Secretariat also needs to be enhanced; it is important that the Secretary-General put in place organizational arrangements that properly reflect the priority of peacebuilding.

Despite improvements, a stronger synergy and better communication between the Peacebuilding Commission and the Peacebuilding Fund is still required.

Summing up

Our detailed report builds on high-quality inputs by the membership, the Secretariat, the wider United Nations and other stakeholders and partners, as well as the valuable insights of those who have worked to develop the Peacebuilding Commission since its inception. We believe that implementation of the report's recommendations in an integrated manner will help to pave the way for a revitalized Peacebuilding Commission: more relevant, more flexible, better performing, more empowered, better supported, more ambitious and better understood.

Our hope is that the present review will serve as a wake-up call, helping to strengthen the collective resolve to deal with peacebuilding in a more comprehensive and determined way.

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I. Framing the review

A. Introduction

Process

1. The mandate of the review has its origin in the provision of the founding resolutions of the Peacebuilding Commission whereby the new arrangements would be reviewed after a period of five years. The founding resolutions were adopted in December 2005; the co-facilitators of the review were appointed in December 2009.

2. Throughout the six months of the review process, we were heartened by the level of interest and engagement in this exercise. The groundswell of support for peacebuilding is strong and cross-regional, and encompasses government and wider political and civil society actors. The appendix to the present report summarizes the consultations held in the course of the review process, and the report attempts to capture a very wide range of inputs. Although a succinct report cannot do justice to the detail of each submission, we hope that all who gave of their time will find some reflection of their ideas.

Context

3. The co-facilitators are conscious of the weight of expectation regarding the review. While the hopes that accompanied the 2005 resolutions have yet to be realized, the needs that gave rise to those resolutions remain as great as ever. Indeed, the peacebuilding challenge continues to grow: the *World Development Report 2011* will confirm that conflict remains the single most important impediment to development.

4. The review was conducted in a context of rapidly changing international realities, with inescapable consequences for the United Nations. Our consultations have brought some fundamental questions into focus: are we facing a paradigm shift in the United Nations peacekeeping model? Does a more relevant United Nations require a radical re-think of the relationship between Headquarters and the field? Are we still collectively failing to address the root causes of conflict and disproportionately focusing on the symptoms?

5. The review also coincides with key dates on the United Nations calendar. This year's rededication to the Millennium Development Goals is provoking new and challenging debate about delivery on the targets set in 2000. The discussion on United Nations reform is intensifying, including questions about the equitable participation of the developing world in decision-making processes. Developments regarding system-wide coherence have a particular relevance for a process as multifaceted as peacebuilding.

6. A key task for the co-facilitators has been to set the appropriate boundaries for the review. A very wide interpretation of our mandate would draw us into sweeping commentary on United Nations reform issues; a very narrow one would not do justice to the scale of the challenge. In trying to find middle ground, we have seen our task as reinvigorating the vision of 2005 and making it more realizable.

The hopes of 2005

7. The principal reference point is General Assembly resolution 60/180 and Security Council resolution 1645 (2005), adopted simultaneously in 2005. Setting these resolutions in the context of the accompanying debate conveys a vivid sense of the hopes that attended their adoption. The new peacebuilding architecture was seen as a determined and ambitious effort to fill a critical void. The President of the General Assembly, speaking of "a genuinely historic moment", summed up the general sentiment.

8. Although resolutions 60/180 and 1645 (2005) brought the new bodies into operation, the actual founding decision was taken at the World Summit in September 2005. The Summit deliberations in turn were grounded in a decade of earlier work. As far back as 1995, Secretary-General Boutros Boutros-Ghali's "An Agenda for Peace" defined and discussed peacebuilding. The debate was taken forward in the report of the High-level Panel on Threats, Challenges and Change of December 2004 (see annex to A/59/565); this, in turn, informed Secretary-General Kofi Annan's seminal 2005 report, entitled "In larger freedom: towards development, security and human rights for all" (A/59/2005). In summary: the decision to establish the new architecture was taken at the highest level, with ample advance consideration, and was attended by the highest expectations. This is the backdrop against which performance must be assessed.

How would "success" have looked in 2010?

9. Without being unduly speculative, it is reasonable to extrapolate from the 2005 resolutions and discussion how the peacebuilding architecture might have looked in 2010 if the expectations of 2005 had been fully met. One would have assumed a wider demand from countries to come on the Peacebuilding Commission agenda; that there would be a clearer sense of how the engagement of the Commission had made a difference on the ground; that peacebuilding would have a higher place among United Nations priorities; that stronger relationships would have been forged between the Commission and the Security Council, the General Assembly and the Economic and Social Council; that the Peacebuilding Support Office would carry more weight within the Secretariat; and that the Commission would be perceived as a key actor by those outside as well as inside the United Nations system, including by the international financial institutions.

A qualified record

10. It must be squarely acknowledged that this threshold of success has not been achieved. This is not to understate what has been accomplished, and certainly not to devalue the unfailing commitment shown by many dedicated Member State representatives, especially those with chairing responsibilities, and by Secretariat staff. The new institutions are up and running; they have kept a focus on countries emerging from conflict that receive insufficient international attention and, in some cases, have promoted better planning, more inclusive political dialogue and more effective resource mobilization than would otherwise have been the case.

11. However, the momentum that carried the process forward up to and including December 2005 was not sustained. The protracted discussion on procedural issues created a hiatus. Member States that were considerably exercised about securing a seat on the Organizational Committee have not always invested commensurate

energy in discharging the responsibilities of membership. The Peacebuilding Support Office has struggled to find an identity that would enable it to fulfil an effective coordinating role on peacebuilding issues across the United Nations Secretariat.

At the crossroads

12. Incremental improvements have undoubtedly occurred during the lifetime of the new institutions. Successive Peacebuilding Commission Chairs and Chairs of country-specific configurations have worked with devotion and with some success to enhance the relevance of the Commission's work. The Peacebuilding Fund has been reviewed twice. The Peacebuilding Support Office, also benefiting from dedicated leadership, has begun to settle in, and some important outputs have been or are currently being prepared.

13. However, something more is required if the vision and ambition of 2005 are to be restored. The Organization is still not rising to the peacebuilding challenge. A new level of attention and resolve on the part of Member States and the top echelons of the Secretariat is required. If there is not a conscious re-commitment to peacebuilding at the very heart of the Organization's work, the Commission will settle into the limited role that has developed to date. From our consultations, we sense a strong desire by the membership to follow the former path.

B. Key issues

14. At the outset, the co-facilitators wish to set out a number of key issues and concerns that underpin the detail of the present report.

1. Complexity of peacebuilding

15. Peacebuilding, of its nature, is a complicated process: rebuilding fragile or shattered relationships inevitably takes time. It does not lend itself to compartmentalization or "boots on the ground" measurement. Organizations such as the United Nations and the international financial institutions can find it inherently difficult to deal with this complexity and interrelatedness. There is inevitably a gravitational pull, for organizations and donors, towards the concrete and more readily measurable.

16. These complexities, even if recognized at the establishment of the new architecture, are perhaps still not fully internalized. There is impatience for the Commission to construct its narrative, to find its success stories, to define precisely its added value. These are legitimate concerns and the review seeks to address them. However, the Organization must adjust to the realities: the United Nations must continually reappraise its own structures and prioritize its approach to ensure they match needs on the ground.

2. Imperative of national ownership

17. Put simply, people must own their own peace: it has to begin, grow and become embedded in people's minds. It follows that peacebuilding can only happen within communities and within a country. "National ownership" is not something

that is merely desirable or politically correct; it is an imperative, an absolute essential, if peacebuilding is to take root.

18. The principle of national ownership is widely invoked and accepted; the challenge is to work through the full range of implications. The international community must understand the limits of its role as midwife to a national birthing process. In the countries concerned, ownership cannot be approached as a right wrested from the international community: what people need and require of their Governments is that they exercise the responsibilities conferred by ownership.

19. The Peacebuilding Commission needs to ensure that national ownership genuinely and comprehensively underpins its work. In multiple ways — helping to build administrative capacity, promoting dialogue, encouraging a definition of "national ownership" that fully embraces all stakeholders — it must go beyond mantra to substance.

3. The illusion of sequencing

20. There is acceptance in all quarters that sequencing does not work, that effective peacebuilding must not follow peacekeeping operations but accompany them from their inception. This is not a new insight: it was clearly articulated in both the Brahimi report and the New Horizon approach.

21. Despite this acknowledgement, there is a widespread sense that the sequential approach remains the dominant one at the United Nations. Even if modest elements of peacebuilding are incorporated in mandates, the focus and mindset of operations is a peacekeeping one. Peacebuilding tends to be viewed as an add-on during the lifetime of the peacekeeping operation, expected to come into its own in the aftermath.

22. Such a sequential approach neither gives adequate weight to peacebuilding nor responds to needs and realities on the ground. In the current context of debate about the future of a number of United Nations peacekeeping operations, the question has assumed a further relevance.

23. The challenge is to ensure that doctrinal or philosophical shifts are fully reflected in new organizational approaches. The obstacles, not least the differing financial arrangements underpinning peacekeeping and peacebuilding, are formidable. However, meaningful steps can be taken, both in the design of mandates by the Security Council and in the allocation of resources.

24. The issue of sequencing relates also to the discussion about a preventive role for the Commission. Realities on the ground are not compartmentalized: there can be slides towards conflict or relapses into conflict where lines are crossed almost imperceptibly. The Commission needs to be fully alert to these realities and mindful of the preventive dimension in its existing mandate.

4. Urgency of resource mobilization

25. The Commission's role in helping to ensure predictable financing for post-conflict recovery is recognized in the founding resolutions and was seen from the outset as a key dimension of its work.

26. It is well understood that peacebuilding requires a parallel focus on political, security and developmental needs. As conflict ends, people desperately need to live

free from fear and free from hunger. To the extent that they can, they experience a peace dividend, and their resolve to move forward is strengthened. With so many strands interwoven, failure in any one area can reverse progress in others.

27. While recognizing this interrelatedness, interlocutors repeatedly pointed out that it is the failure to deal with basic developmental needs that poses the biggest risk of dragging a country back into conflict. Study after study has shown that underdevelopment and conflict are intimately related. The Commission clearly should not seek to duplicate the work of development agencies. However, it must be a strong and persistent voice in calling for the integration of political and developmental perspectives and in reminding the international community that food, shelter and jobs are also essential tools of peacebuilding.

28. Resource mobilization for peacebuilding needs to be both ambitious and focused. The Commission's role is essentially one of advocacy, a relentless advocacy for the allocation of adequate resources to certain critical and urgent issues which, if left unaddressed or unfunded, have the potential to threaten peace. It must seek to leverage resources on the scale necessary to make a real difference across the widest possible range of actors within the United Nations, the international financial institutions and the private sector. Its relevance and success will, to a great extent, be demonstrated by its capacity to do so.

5. Importance of women's contribution

29. The Peacebuilding Commission has the distinction of being the first United Nations body to have the gender dimension explicitly built into its founding resolutions. The potential contribution that women can make to peace processes hardly needs reiteration. This will be underlined again in the forthcoming report of the Secretary-General on women's participation in peacebuilding, which is expected to contain clear and action-oriented recommendations.

30. Thus far, the Commission has not lived up to its strong and specific mandate in this regard. There have been some successes in involving women's organizations, but their voices are insufficiently heard, especially in the field. The exhortation to integrate gender concerns across peacebuilding work has also met with limited success. The gender perspective needs to filter down more fully through the country-specific configurations and inform every aspect of peacebuilding work on the ground. Women's role in peacebuilding needs to move from a niche concern to the mainstream, and the Peacebuilding Commission should be at the forefront of that movement.

6. Need for connection with the field

31. The appropriate slide rule for measuring the success or failure of the peacebuilding architecture is how much it matters in the field. Throughout the review, the co-facilitators were repeatedly reminded that preoccupations and perspectives on the ground can differ quite radically from those in the corridors of New York. In the area of strategic planning, for example, the kind of exercise that looks reasonable and appropriate in New York may be perceived in the field as excessively burdensome, adding another layer of tasks to an already overstretched and fragile administration. A similar difference of perspective is evident in other areas.

32. In their field contacts, the co-facilitators were struck by the lack of basic understanding of the United Nations peacebuilding architecture, how it operates and what it offers. The gap that has opened up between Headquarters and the field must be a matter of concern; we strongly hope that one of the outcomes of the review will be to narrow that gap.

II. In the field

33. The first part of this section summarizes some of the experiences of the four agenda countries and looks at the perspectives of potential candidates. The second part seeks to identify some of the emerging key points.

A. Countries on the Peacebuilding Commission agenda

34. Each of the four agenda countries is different and has experienced the Peacebuilding Commission differently. Sierra Leone and Burundi were placed on the agenda in June 2006, Guinea-Bissau in December 2007, and the Central African Republic in June 2008. Given the much longer period of engagement, there has been scope for evolution over time in the relationship with Sierra Leone and Burundi. Despite initial difficulties, both are now seen as generally positive experiences, resulting in some concrete benefits. Guinea-Bissau and the Central African Republic were further back on the road to peace when they came on the agenda and have more serious capacity and resource issues. Guinea-Bissau continues to suffer gravely from political instability and has had limited benefit from the Commission's engagement.

Attention and political accompaniment

35. In cataloguing the benefits, it can be said that all four countries have experienced, to varying degrees, an increment of international attention as a result of engagement with the Commission. This is especially important for countries that perceive themselves to be suffering an "attention deficit" on the part of the international community.

36. The Commission has also played a role in promoting inclusive political dialogue in all four countries. It helped to facilitate a peaceful election process in Sierra Leone in 2007 and, in the aftermath of the political violence of March 2009, provided a political umbrella for the Executive Representative of the Secretary-General to lead negotiations between the political parties. In Burundi, the Commission's efforts led to the establishment of a permanent forum for dialogue and helped to create an environment conducive to the holding of elections.

37. In the Central African Republic, the Commission supported an all-inclusive national political dialogue in December 2008 and gave parties the necessary encouragement to establish an electoral commission. In the difficult circumstances of Guinea-Bissau, the Commission called for calm and dialogue during periods of turmoil.

Planning

38. The experience with respect to planning has been mixed. In Sierra Leone, the "agenda for change" has replaced the proliferation of political, security and development plans previously in place. Having a single planning document has improved coherence and national ownership and has reduced the administrative burden on the country. However, the "agenda for change" was agreed only after an extensive period of institutional dispute both within the United Nations system and between the system and its partners, and after the Commission had sought to develop a separate strategic framework for peacebuilding.

39. There was a parallel experience in Burundi. The effort to draw up and implement a strategic framework was felt to be extremely onerous. As in Sierra Leone, a compromise was eventually reached, resulting in a single strategy document that better reflects national priorities and is more focused and realizable.

40. Notwithstanding the experiences in Sierra Leone and Burundi, the country-specific configurations for the Central African Republic and Guinea-Bissau went down the road of separate peacebuilding strategies. The fact that, in both cases, the drafting processes were prolonged and, to some degree, duplicated the existing poverty reduction strategies and other texts was a source of frustration for actors on the ground. Given the limited national capacity in these countries, the administrative burden of drawing up, implementing and monitoring the strategic framework has been particularly marked.

41. The uneven involvement of national stakeholders in the process of drawing up peacebuilding priorities has also been commented on. In some cases, civil society organizations have felt marginalized and, despite the Commission's explicit mandate to integrate a gender perspective, women's groups, in particular, have complained of inadequate engagement.

Resource mobilization

42. The record as regards resource mobilization is also mixed. There have been Peacebuilding Fund allocations in all four cases: $37 million to Sierra Leone; $40 million to Burundi; $31 million to the Central African Republic; and $6 million to Guinea-Bissau. In the case of all four countries, efforts have been made to mobilize resources more widely. In Sierra Leone, for example, following strong advocacy by the Commission, key partners joined forces to produce a joint response to youth employment. In Burundi, the country-specific configuration played a role in breaking the impasse over the sixth International Monetary Fund (IMF) replenishment for the country. Co-sponsorship of the donors' round table held in Bujumbura in May 2007 produced pledges of increased financial support.

43. There has been some success in resource mobilization for the Central African Republic. The Commission established a dialogue with the World Bank concerning the country's progress towards reaching the completion point of the Heavily Indebted Poor Countries Initiative in June 2009, and this dialogue continues. A list of peacebuilding projects in need of funding is also being prepared and has elicited the interest of some new partners. In Guinea-Bissau, contributions from Commission members to support the elections in November 2008 were partly a response to country-specific configuration advocacy. Continued increases in

assistance from the African Development Bank, IMF and the World Bank to Guinea-Bissau are also, in part, attributable to the Commission's role.

44. Despite the efforts being made, resource mobilization is falling well short of needs. The constraints are clear (in Guinea-Bissau, for example, political instability greatly complicates the task), and it is essential that the Commission's approach remain realistic and focused on needs that are distinctively or strongly associated with peacebuilding. Efforts need to intensify, and this issue re-emerges throughout our report.

B. Perspectives of potential agenda countries

45. In 2005, the expectations of potential benefits were such that there was a concern that the number of countries wishing to be considered would overwhelm the Commission's capacity. That has not proved to be the case. It is clear that, for a number of potential candidates, the perceived "risk-to-reward ratio" has not favoured engagement. The co-facilitators held a number of meetings to try to better understand the perspectives of countries that prefer not to come on the Commission's agenda.

46. There is undoubtedly some sense of the potential advantages attached to engagement by the Commission: the international attention and political accompaniment that the Commission promises can be attractive. Offset against these potential benefits, however, is the perception of potential downsides. Placement on the agenda may be seen as an indication of dysfunctionality. The heavy administrative burden of Peacebuilding Commission engagement can be off-putting. We saw some evidence of the mistaken perception that a place on the Commission's agenda would imply a loss of Security Council attention and the automatic drawdown of a peacekeeping operation.

47. It was clear to us that some potential candidates consider that a lighter form of Peacebuilding Commission engagement would be more appropriate to their circumstances than the creation of a fully fledged country-specific configuration. Such engagement might focus specifically on the peacebuilding process in the country or on a sector requiring attention. The co-facilitators see benefit in having such a "light option" available and, in the following section, we consider how it might be given practical effect.

C. Issues arising from country experiences

48. The experience on the ground brings a number of issues into perspective, some of which are dealt with later in the report. In this section, the co-facilitators wish to comment on issues of national ownership and capacity-building; developmental and, in particular, employment-generation challenges; coordination and coherence; and, briefly, to consider the regional dimension of peacebuilding. Responding to the confusion and misunderstandings we perceive in the field, we also underline the importance of developing an effective communications strategy.

1. National ownership and capacity issues

49. In the introductory section, the co-facilitators underlined their conviction that national ownership must underpin the entire peacebuilding effort. Our exposure to the situation in the field clearly demonstrated that the Commission has not yet been able to generate a full sense of national ownership in critical areas.

50. Perhaps the most crucial stage of establishing ownership is the planning process. Even if they are rudimentary or slow to emerge, national inputs should, from the outset, form the basis of the engagement of the international community. A stake for national actors must be built in by establishing mechanisms to transfer the management and implementation of plans and projects to the Government and its national partners.

51. Given the likelihood of an inverse relationship between the length and complexity of the planning document and the degree of genuine national ownership, the co-facilitators suggest a planning approach that is light but inclusive. Bearing in mind that "no one size fits all", we are not proposing a single template. On balance, however, it seems that the stand-alone integrated peacebuilding strategies have generated more difficulties than benefits. There are clear advantages to a single overarching planning document (with whatever title the national authorities wish to confer) around which national authorities and the international community can coalesce. This single text should contain well-defined peacebuilding elements worked out with the full involvement of all stakeholders.

52. The experiences in the four agenda countries illustrate the vital connection between ownership and capacity: unless local actors have the capacity to fully engage throughout all phases of planning and implementation, national ownership will remain theory rather than reality. In making this point, the co-facilitators emphasize that it is essential to prevent lack of capacity from becoming an alibi for avoiding potential difficulties associated with involving national actors; rather it should galvanize the international community behind the key task of capacity-building.

53. Building capacity in national administrations is critical but not of itself sufficient; there is also a need to build capacity across the board. Although the Commission has had some success in bringing together political parties, civil society, the private sector and others, more must be done to ensure that these groups are in a position to engage meaningfully in the peacebuilding process. The record regarding women's organizations is particularly thin.

2. Developmental aspects of peacebuilding

54. It is widely acknowledged that there can be no peace without development and no development without peace. In the introductory section, we underlined the urgency of prioritizing development and ensuring its full integration into peacebuilding efforts in countries emerging from conflict. All four countries on the Commission's agenda face a range of development challenges, and responding to these challenges is one of the most crucial aspects of building peace.

55. Youth unemployment in particular is identified as a potential Achilles' heel in any peacebuilding process. Youth who have been caught up in conflict are vulnerable to being drawn into destructive patterns of behaviour if left idle and without the means to support themselves. The need to develop strategies to draw young people back into purposeful civilian life must be a key priority.

56. The co-facilitators are conscious that employment generation is a challenge in all economies and an acute one in many developing countries. But the connection between job creation and peacebuilding needs clear and specific focus. It is imperative that all avenues to enhance local employment are exploited. Local procurement, for example, can create significant opportunities, and the international community needs to demonstrate a stronger awareness of this in its local engagement. Many conflict-affected countries are also resource-rich; there needs to be a strong emphasis on local employment in mineral extraction, and transfer of skills should be made a condition for investment.

3. Coordination and coherence

57. The whole Peacebuilding Commission concept is built around complementarity and partnership. The Commission should help to provide political support to United Nations peacebuilding missions which, in turn, should reflect United Nations peacebuilding principles and priorities in their operation. It is especially important that there be a mutually reinforcing relationship with the Special Representatives and United Nations country teams. The Special Representatives and Executive Representatives have a mandate and continuous local presence, which confers a particular role and authority. The members of the Commission represent peer Governments, with the empathy and capacity for dialogue inherent in a peer relationship. Each should be conscious of empowering the other.

58. In practice, the international community still struggles to achieve the necessary degree of coherence in the field. The first challenge is to fully integrate the work of United Nations actors on the ground, based on joint planning and clear inventories of actions to avoid duplication. The relationship between the Peacebuilding Commission and the Special or Executive Representative of the Secretary-General needs to be properly worked through, with full accommodation for the lead role of the Special or Executive Representative of the Secretary-General on the ground. The second challenge is to improve coordination among the different international partners. The existence of a single strategic document does not guarantee that all actors will act in accordance with its priorities. The Commission must use its political weight to seek to align the various actors behind the same overarching objectives.

59. If the integration of United Nations missions works as intended, the prospects of peacebuilding will be greatly enhanced. Fragmentation, territoriality and competition among United Nations actors as well as among international organizations and donors generally are corrosive of the entire aid effort, and will critically undermine the peacebuilding effort.

4. Regional dimension

60. Experience in all four agenda countries underlines the regional dimension of conflict. There is ample evidence of the potential for cross-border spillover, which can create or exacerbate conflict and frustrate peacebuilding efforts. On the positive side, there is the potential for regional organizations to play a crucial role in helping to consolidate peace as countries emerge from conflict.

61. Problems such as drug trafficking or the management of displaced persons are inherently of a cross-border nature and require regional cooperation if they are to be

effectively tackled. Other challenges such as youth unemployment or issues surrounding the extraction of natural resources are primarily domestic but are common to several countries in a region, and benefit from joint discussion.

62. National ownership should also be considered in the context of regional and continental ownership. Many countries may prefer to receive assistance and advice from peer countries in their own region, and regional organizations may be better placed to intervene in a timely manner and to assist in grappling with certain sensitive issues, in particular where the Government itself is part of the problem.

63. For all these reasons, it is clear that the Commission must give even further weight to the regional dimension than it has thus far. There may be some cases where region-specific configurations would be more logical and hold greater promise of progress than country-specific configurations, and this should be an available option. Additionally, the co-facilitators urge that every opportunity be taken to enhance engagement with regional organizations; we revert to this issue later in the report.

5. Communications strategy

64. From our contacts at Headquarters and, in particular, on the ground, it is clear that there is a very incomplete understanding of the breadth of the Peacebuilding Commission mandate. In part, this may arise from the inherent complexity of the peacebuilding task and the consequent difficulty of neat mission statements or promises of short-term outcomes. However, the issue goes beyond this: there appears to be a major communication gap in which misperceptions and misunderstandings about the Commission's role have taken root.

65. The confusion relates in particular to the relationship between the Commission and the Peacebuilding Fund. The Fund was conceived as a complement to the Commission's work but, in some respects, seems to have obscured it. Because it was established at the same time as the Commission and operates in parallel, there is a tendency to view the Commission as primarily a route to obtaining financing from the Peacebuilding Fund. This not only misinterprets the relationship between the Commission and the Fund, but makes it more difficult to create the space in which the Commission was intended to operate.

66. Together with the Peacebuilding Support Office, the Commission urgently needs to develop a communications strategy that has a strong field focus but is also targeted at Member States in New York and the Secretariat. The purpose of such a strategy should be to identify, in accessible terms, how the peacebuilding architecture is constituted and how the elements interact. It should spell out succinctly the benefits that the Commission offers: key among these are "attention, accompaniment, advocacy". The "brand" needs to be repositioned to become much more positive: the Commission represents an innovative and modern approach in which the international community accompanies conflict-affected countries as they chart their own future. The key message is not one of dysfunctionality, but of determination and resolve.

D. Summary of recommendations

Capacity, planning, levels of engagement, regional dimension

- Increase the focus on capacity-building across the board, in national administrations, political parties and civil society, including women's organizations, to build expertise and ensure sustainability
- Lighten the administrative burden; a single overall planning document should include peacebuilding elements developed through a participatory and inclusive process
- Introduce more flexibility, with possibilities of multi-tiered engagement
- Strengthen the regional dimension across all aspects of the Commission's work

Resource mobilization

- Intensify overall resource mobilization efforts; ensure they are strongly attuned to development challenges with political implications

Developmental aspects of peacebuilding

- Sharpen the emphasis on employment generation, in particular for youth (local procurement, skills transfer)

Coherence and coordination

- Encourage United Nations actors in all Peacebuilding Commission agenda countries to further integrate their activities on the ground, under the leadership of the Special or Executive Representative
- Utilize the Commission's political weight to align international actors on the ground behind agreed overarching objectives
- Ensure clear inventories of peacebuilding activities in agenda countries, to avoid duplication

Communications strategy

- Develop an effective communications strategy, which "rebrands" the Peacebuilding Commission and clearly spells out what it can offer

III. Role and performance of the Peacebuilding Commission at Headquarters

67. The Peacebuilding Commission is dealing not just with the inherent complexity of peacebuilding, but with the challenges associated with being a relatively late entrant in a crowded field. Both across the United Nations and in other international bodies, there has been a significant growth of interest in peacebuilding over recent years. Rather than suggesting any redundancy on the part of the Commission, this proliferation of actors reinforces the need for a focal point. This was precisely what world leaders had in mind in 2005: that the Peacebuilding Commission should bring coherence and impetus to the range of efforts.

68. Becoming an effective focal point in a crowded field was never going to be easy. Both the Organizational Committee and the country-specific configurations continue to face difficulties. The role of the configurations is more concrete and more readily understood, while the Organizational Committee has a greater struggle to establish its mission and its specific added value.

A. Organizational Committee

69. An initial comment about attendance levels is applicable to both the Organizational Committee and the country-specific configurations, but in particular to the Organizational Committee. If, in 2005, the Commission was deemed to be a key institution filling a critical gap, it was reasonable to expect that it would receive commensurate attention from Member States. This is not always the case. The co-facilitators have heard significant comment on the level of attendance. There is perplexity that some countries that apparently attached enormous value to becoming Commission members should routinely be represented at a junior level at Organizational Committee meetings.

1. Membership issues

70. Issues surrounding the membership of the Organizational Committee surfaced periodically throughout the review. These issues fall into two categories: the contribution of the different membership streams; and the representativity of the Committee.

Contribution of membership streams

71. A distinctive feature of the Organizational Committee is the make-up of its membership, with members nominated by the Security Council, the General Assembly and the Economic and Social Council, as well as leading donors and troop-contributors. The membership formula emerged following lengthy negotiations, and it may be inferred that some expectation of a specific contribution by each of the various streams and a degree of bridge-building back to the respective nominating bodies was implicit in the formula.

72. The Commission as a whole acts collectively and reaches decisions by consensus. However, it is not unreasonable to suppose that the General Assembly members would bring a General Assembly perspective, as would the Security Council and Economic and Social Council members in respect of their nominating bodies.

73. To date, there is little evidence that the various membership streams have been conscious of particular responsibilities by reference to their nominating bodies. A renewed sense on the part of all Organizational Committee members of the distinctive contributions expected of them, including the scope for particular engagement by the permanent members, would do much to reinvigorate the Committee.

Composition of the Organizational Committee

74. The question of composition consumed considerable time in 2005, and the formula eventually identified is set out in the founding resolutions. Opinions may

differ as to whether the overall Organizational Committee membership figure of 31 is too large to be efficient or too small to be appropriately representative. However, we do not see any desire to reopen a debate which was conducted in 2005 and which would be unlikely to lead to any different conclusion if rerun today.

75. Two issues are nevertheless worthy of comment. First, there is a legitimate concern about adequate rotation to ensure balanced regional representation. A number of delegations emphasized the provision in the founding resolutions that, to help correct any regional imbalances that may have emerged, the General Assembly elections should take place in the aftermath of other nominating processes. The co-facilitators endorse the importance of this provision.

76. Additionally, it was pointed out that the group of ten top financial donors to the United Nations operates a rotation in choosing its five Peacebuilding Commission members; a similar rotation does not apply within the group of ten top troop-contributing countries. Although this is a matter for the troop-contributing countries themselves to decide, the co-facilitators agree that there should be at least some element of rotation within both groups.

77. A second issue relates to the importance of allowing the countries that are on the agenda to attend Organizational Committee meetings. This is obviously desirable, and we believe it should be given effect, without prejudice to the existing membership formula.

2. Agenda and working methods

78. Significant efforts have been made by successive Chairs of the Organizational Committee to enhance the substance and relevance of its work. Those efforts have met with some success. However, there is a widespread sense that the Committee still needs more focus and output; many of our interlocutors felt that it has yet to demonstrate that it is making a clear and measurable difference. The identity of the Committee still needs to settle down; although the founding resolutions do not define responsibilities in detail, the designation of the Organizational Committee as the "standing" committee of the Peacebuilding Commission and the care taken in its composition suggest that a role of substance was intended.

79. It might be useful to consider the rhythm and duration of meetings. If the Organizational Committee is to provide real added value, it is important that attendance be at an appropriate level and include expertise from capitals and the field. This might suggest less frequent meetings of a longer duration. To support the work of the Committee, a representative bureau with a more developed vice-chairing structure might also be considered, while allowing for the flexibility that is a hallmark of peacebuilding work.

Relationship with country-specific configurations

80. The Organizational Committee should remain fully abreast of what is happening in the country-specific configurations and be ready to give policy guidance and advice as appropriate. Periodic collective consideration would be helpful, with the country-specific configuration Chairs attending open interactive discussions with the Organizational Committee. This would enable a cross-fertilization of ideas and methodology and ensure general consistency of approach. A more solid relationship with the country-specific configurations would also help

to ensure that the Organizational Committee's thematic work remains grounded in field realities.

81. The co-facilitators are confident that the membership as a whole is sufficiently conscious that "no one size fits all" to ensure there is the necessary flexibility and space for the country-specific configurations. Nor is there any question of the Chair of the Commission seeking to substitute for the Chairs of the configurations in their necessary direct interactions with entities inside and outside the United Nations. But there should be a "whole of Peacebuilding Commission" view on a range of issues, and this is best formulated in the Organizational Committee and articulated by the Chair of the Commission. A more committed Organizational Committee membership, exercising the greater level of engagement sketched out above, should be able to draw fully on country-specific configuration experience in forming this "whole of Peacebuilding Commission" view.

Thematic issues

82. In addition to overseeing the Commission's overall work programme, the Organizational Committee should identify each year a number of strategic thematic issues on which it would focus that year. These would comprise issues of high current and operational relevance. The output on each theme would be a subject-specific report which would be presented by the Chair of the Commission to the Security Council and the General Assembly. The Organizational Committee is also the appropriate partner for dialogue on thematic issues with relevant United Nations entities and other peacebuilding actors.

83. In addition, the Organizational Committee should take oversight responsibility for ensuring mutual accountability. Although each of the country-specific configurations should assess mutual accountability in relation to its agenda country, the Organizational Committee has an important role in developing the tools that can be used to monitor and track progress. Backed by the Peacebuilding Support Office, it should take a lead role in developing mutual accountability frameworks specifically adapted to the peacebuilding area. In undertaking this work, the Organizational Committee will be able to draw on lessons learned and on aid accountability research under way in the relevant international bodies.

Lessons learned

84. The co-facilitators considered whether it might make sense for the "Lessons learned" function to be returned to the Organizational Committee. While there was a level of support and some agnosticism among the membership, the balance of opinion seemed to favour retention of the working group on lessons learned. The co-facilitators therefore suggest a focus on improved functioning, with a clear rationale for discussions and clear outcomes. If the Organizational Committee develops a stronger and more interactive relationship with the country-specific configurations, it may, over time, come to feel that the lessons learned function is better carried out directly, rather than at one remove, in the working group. If so, a decision to that effect could be taken at the appropriate time. The capacity to evolve and innovate is intended to be among the Peacebuilding Commission hallmarks, and the Organizational Committee should not hesitate to exercise that capacity.

B. Country-specific configurations

85. The country-specific configurations have been instrumental in the achievements of the Peacebuilding Commission to date. As with the Organizational Committee, there have been notably dedicated Chairs who have invested considerable time and effort. The co-facilitators would not wish in any way to devalue the steps taken, and we recognize that there are significant differences across the four configurations. However, there is a general sense that more could be done, with respect to both working methods and substantive output.

1. Working methods

86. As regards working methods, the challenge is how to combine innovation and vibrancy with weight and solidity. It is important to recall the sense of the founding resolutions that the Peacebuilding Commission would be different from other United Nations bodies, namely, more flexible and innovative in its working methods. The intention was that the Commission would find new ways to bring together key actors from across the public and private sectors and civil society, whose collective wisdom and energy would be at the service of the countries on the Commission's agenda.

87. At the same time, there is a clear requirement for weight and solidity. The configuration Chairs need to be of a certain profile: respected, knowledgeable, able to operate effectively both in New York and in the field. They must have the full confidence of the agenda countries and inspire the confidence of key actors. They need solid support from the Peacebuilding Support Office and from within their national administrations.

88. In order to give further depth and solidity to the chairing role, the co-facilitators suggest that a country dimension should be added. Such an approach would have a number of practical implications. The chairing function would continue to be filled by Permanent Representatives in New York, as the persons best placed to discharge the responsibilities of the chairing role. However, the country whose Permanent Representative in New York was appointed as country-specific configuration Chair would be expected to demonstrate clear commitment and support at all levels of Government, both in the capital and in the field. If the chairing country has a diplomatic presence in the agenda country, as would normally be the case, the Ambassador in situ would be expected to play a useful linking role under the leadership of the Special or Executive Representative and the host Government. The country dimension would also ensure greater continuity: a country would be expected to commit for a reasonable period of time, and its responsibilities would be unaffected by any turnover in the Permanent Representative position in New York.

89. There has been considerable discussion of the potential benefits of a Peacebuilding Commission configuration in the field, which could help to feed and validate the work of the country-specific configuration in New York. The co-facilitators agree that an appropriately structured country-level liaison committee should be established in each agenda country and should report regularly to the country-specific configuration in New York. The committee should be co-chaired by a representative of the host Government and the Special or Executive Representative; there should be a broad range of members and a level of attendance

commensurate with the Commission's high-level political role. A special role could be envisaged for the Ambassador of the country-specific configuration Chair country.

2. Country-specific configuration output

90. The benefits that a country-specific configuration brings to an agenda country include attention, accompaniment and advocacy. Depending on the individual circumstances of the country concerned, each of the three may be needed to different degrees. The challenge at all times is to assess what is of most practical value, namely, what is likely to make a real difference on the ground.

91. The importance of sustaining international attention is obvious. The second potential benefit, "high-level political accompaniment", needs to be offered in a context-specific and appropriate way. The objective is to facilitate and advance the kind of broad-based dialogue that will enable a society to heal and rebuild. All stakeholders, notably civil society, including women's groups, are central to that dialogue and therefore must be central to the country-specific configuration approach.

92. The advocacy role can take various forms but will certainly include funding advocacy. As we underline throughout the report, resource mobilization is critical to demonstrating the Commission's relevance and added value. Each configuration must exercise its advocacy role in an energetic and innovative way, reaching across the United Nations, the international financial institutions and other international and regional organizations, but also embracing regional banks, the private sector and other funding sources. Suggestions we have heard include more donor round tables under Peacebuilding Commission auspices, more active outreach to non-traditional donors, steps to bolster absorption capacity, and tapping into remittance flows.

93. Ensuring mutual accountability is critical to the entire peacebuilding effort and is a natural corollary of resource mobilization. Applying tools developed by the Organizational Committee, each configuration should map and track delivery of peacebuilding commitments with respect to its agenda country. Combining its evaluations of delivery both by national stakeholders and by the international community, the configuration will be in a position to authoritatively assess how each is meeting its responsibilities.

94. Beyond the above general recommendations, the co-facilitators do not wish to be overly prescriptive in setting out views as to the functioning and output of the country-specific configurations. We are conscious that the elements of specificity, experimentation and agility are central to the whole design of country-specific configurations. We also note the expectation that a fifth country-specific configuration is likely to be established shortly. This will provide a fresh opportunity to demonstrate how the approach might be further adapted and new avenues explored.

C. Multi-tiered engagement

95. Given a widespread sense that there should be possibilities of multi-tiered engagement (sectoral, regional and "light footprint"), the co-facilitators have sought

to address the issue of what form that engagement should take. The approach of establishing a country-specific configuration as soon as a country comes on the Commission's agenda has worked well to date. A dedicated country-specific configuration brings a degree of attention and engagement that otherwise is not possible, and will continue to be the normal vehicle for interaction with a country on the Commission's agenda. Equally, it can be anticipated that, if there is to be a regional referral, the complexity will require a dedicated regional configuration.

96. There may, however, be situations requiring something lighter than a full country-specific configuration along the lines of the current models. The co-facilitators sense a general readiness to consider some degree of experimentation, providing there is a guarantee that the situation will receive the requisite degree of dedicated attention. Options could include the appointment of a country-specific focal point by the Chair of the Peacebuilding Commission, a role for a Vice-Chair in the Organizational Committee Bureau or the establishment of an informal working group. The engagement instrument would be decided on a case-by-case basis, by reference to the particular context and in close consultation with the national stakeholders.

D. Criteria for entry and exit

97. The potential for the Peacebuilding Commission to add value is largely dependent on which countries or situations form part of its agenda. No matter how dedicated its work, a country-specific configuration will struggle if the situation on the ground is unripe for peacebuilding efforts. Equally, if a country has progressed to a situation where its challenges are essentially developmental rather than distinctively of a peacebuilding nature, it makes little sense to have a continuing Peacebuilding Commission focus.

98. Given the fluidity and specificity of individual circumstances, the co-facilitators do not deem it appropriate to draw up detailed or technocratic criteria for entry and exit. Referral must rely on informed political judgement. The referring body, to date the Security Council but perhaps others in future, needs to be reasonably confident that the primary effort currently required is peacebuilding, that there is potential for clear added value in the Commission's engagement, and that the Government concerned is fully conscious of the responsibilities and potential benefits of coming on the agenda.

99. As regards exit strategies, benchmarks must be flexible and essentially political. The Commission needs to be a responsive body, available to take on new situations as circumstances require. However, there are obviously capacity constraints, and new countries cannot indefinitely be added without the graduation of any of the existing agenda countries.

100. An agenda country will have its own sense of when it is ready to graduate, and this must be the key to decision-making. However, there must be regular mapping and measuring of progress, with periodic assessments of the extent to which priorities defined when a country came on the agenda have been achieved, and of gaps remaining. The biannual reviews of the strategic framework in each agenda country provide key opportunities for such assessments. The multi-tiered levels of the Commission's engagement outlined above may also prove relevant in this

regard. A country that feels itself ready to move on from a country-specific configuration could transitionally opt for a lighter relationship.

E. Summary of recommendations

Organizational Committee

- Encourage members of the Organizational Committee to reflect their constituencies and ensure regular two-way communication
- Confirm that General Assembly elections should follow other nominating processes and consider some degree of rotation among troop-contributing countries as well as donors
- Adopt a decision granting countries on the Peacebuilding Commission agenda the right to attend Organizational Committee meetings
- Consider having fewer Organizational Committee meetings, but of longer duration
- Consider the establishment of a bureau with a more developed vice-chairing structure
- Develop a more solid relationship between the Organizational Committee and the country-specific configurations
- Identify a number of strategic thematic issues for annual consideration by the Organizational Committee and develop tools for mutual accountability

Working group on lessons learned

- Clarify the rationale for the working group's discussions, ensure clear outcomes and identify defined follow-up

Country-specific configurations

- Add a country dimension to the chairing role in country-specific configurations
- Establish a Peacebuilding Commission liaison committee on the ground in each agenda country
- Strengthen the resource mobilization functions of the country-specific configurations
- Present authoritative assessments on mutual accountability by the country-specific configurations, applying tools developed by the Organizational Committee

Multi-tiered engagement

- Consider options for a lighter form of engagement and make available the option of regional or sectoral tiers of engagement

Entry and exit criteria

- Retain flexibility in benchmarks, taking account of the fluidity and specificity of individual circumstances
- Give due weight to the view of the agenda country as to when it is ready to graduate
- Refocus the biannual reviews to assess countries' progress towards nationally recognized peacebuilding goals

IV. Key relationships

A. Relationship with the Security Council, the General Assembly and the Economic and Social Council

Making space and earning space

101. In the course of the review, we encountered two propositions that can be set side by side: that the Peacebuilding Commission needs to be accorded more space within United Nations structures; and that, unless and until the Commission can more convincingly demonstrate its added value, the Security Council and other United Nations bodies will not see good reason to accord that space.

102. We do not believe that these two propositions should be viewed as either competitive or sequential. The Commission certainly faces its own challenges. However, it is in the interest of the United Nations and its entire membership that the new body should succeed more fully. No part of the Organization can sit back and wait for the Commission to prove itself. The General Assembly and the Security Council are co-parents of the Commission and have the nurturing responsibilities inherent in that role. The founding resolutions also recognize a key role for the Economic and Social Council, which needs to be more fully developed.

1. Security Council

103. The 2005 resolutions make clear that a key, although not exclusive, route by which countries will arrive on the Peacebuilding Commission agenda is through requests for advice by the Security Council. The relationship with the Security Council is therefore critical in shaping the agenda; it is also key to determining the relevance of the Commission within the United Nations architecture. If the Security Council is seen to attach real value to the Commission's role, respect for the body is enhanced. Conversely, if the role accorded by the Security Council to the Commission is perceived to be slight, the Commission is devalued.

104. The Security Council has recently shown increasing recognition of the importance of peacebuilding through a series of thematic debates on the matter and through presidential statements setting out the views of the Council on peacebuilding issues. The Chair of the Commission has been invited to address the Council at each of the relevant open thematic debates and the country-specific configuration Chairs have addressed the Council at all formal meetings dealing with countries on the Commission's agenda.

105. However, a Security Council more convinced of the added value of the Commission would have gone beyond the steps taken to date. It would actively and creatively be looking for opportunities to involve the Commission. There would be more frequent requests for advice, and the Council would engage with the Commission earlier, beginning at the stage of drafting mandates.

106. Instead, the interaction between the Security Council and the Commission has been limited. The problem appears to be twofold: the Security Council perceives that the advice of the Commission does not provide much added value, and the Commission does not provide more focused advice, in part because the Security Council does not make more specific requests.

107. This situation is one of missed opportunities, and falls short of the hopes and expectations of 2005. More positively, the co-facilitators believe that the benefits of an enhanced and more organic relationship between the Security Council and the Commission are increasingly being recognized, and the potential now exists to create a new dynamic between a more forthcoming Security Council and a better performing Peacebuilding Commission.

108. Questions arise as to how such an improved interaction could be given procedural form. The co-facilitators have no doubt that, if the political will exists, appropriate processes will be identified. The Security Council has demonstrated a capacity for procedural innovation in the past (for example, in establishing mechanisms for meeting privately with troop-contributing countries and in setting up the working group on peacekeeping operations with scope for external participation) and could do so again.

109. Even within existing procedures, more could be done. There could be more meaningful exchanges with the Commission in informal settings, where advice can be better shared. More regular exchanges between the Organizational Committee and country-specific configuration Chairs and the President of the Security Council would provide opportunities to offer advice privately. Formats such as informal interactive dialogue sessions could enable the country-specific configuration Chairs to share their insights. When the Security Council identifies a lead country in relation to the framing or renewal of a peacekeeping mandate, consultation could take place between the appropriate Peacebuilding Commission representative and the designated lead country. The head of the Peacebuilding Support Office could be invited to brief the Security Council in closed consultations in the same manner as the heads of the Department of Peacekeeping Operations, the Department of Political Affairs or the Office for the Coordination of Humanitarian Affairs.

Peacekeeping and peacebuilding

110. There is a widely held view that Security Council deliberations would benefit from the Commission's advice at an early stage in the framing of peacekeeping mandates, on relevant aspects during the lifetime of missions, and as drawdown approaches.

111. In order for this to happen, the Commission must be an informed and focused interlocutor in the dialogue, providing an analysis and perspective that is genuinely valuable to the Security Council. An effectively performing Commission will be well positioned to convey specific elements of information and concern that the Security Council might not obtain elsewhere. It can bring to bear its extensive

knowledge and experience of agenda countries and can draw on its interactions with the international financial institutions and other actors. It can make an important contribution in addressing the linkage between security and development where the Security Council does not always have an integrated perspective.

112. The co-facilitators are clearly fully conscious of the rights and responsibilities that the Charter of the United Nations confers on the Security Council in relation to peacekeeping mandates. Consistent with these prerogatives, however, and in the context of a better-performing Commission providing genuine added value, the co-facilitators believe that the Council should draw on the Commission's expertise and advice to the maximum extent at the successive phases of mandate framing and renewal, and in approaching the drawdown of operations.

113. Beyond the processes of interaction between the Security Council and the Commission, a more fundamental question is the relative prioritization of peacekeeping and peacebuilding within the Organization as a whole. The co-facilitators note a strong sense among the membership that a new balance will need to be struck if the United Nations peace operations of the twenty-first century are to achieve their goals. For the purpose of the present review, we focus on the more limited question of how to inject greater substance and relevance into the interaction between the Security Council and the Commission. However, the larger question is likely to be posed with increasing urgency.

114. Financing implications will be an integral part of that larger question. Peacebuilding budgets are a fraction of peacekeeping budgets, and the United Nations system can draw salutary lessons from the comparative figures. The one unacceptable lesson would be any inference that peacebuilding is United Nations engagement "on the cheap". Peacekeeping operations must draw down at the right time for good reasons; peacebuilding operations must be adequately financed to have a realistic chance of success. A new approach to peace operations, including the financial implications, is a challenge confronting the Organization as a whole.

2. General Assembly

115. The Peacebuilding Commission's founding resolutions clearly outlined the General Assembly's relationship with the new body. However, despite the relatively heavy formal relationship established, there is a widely shared view that the General Assembly has had insufficient weight in the activities of the Commission and that more structured and interactive relations are needed.

116. The point is rightly made that the Commission draws legitimacy and strength from the General Assembly and that this must be reinforced. We suggested earlier that General Assembly and Economic and Social Council nominees to the Organizational Committee should play a conscious bridging role. Additionally, some members are of the view that the General Assembly should discuss peacebuilding policy more often, that the current annual overview debate is insufficient. We also noted the suggestion that the General Assembly hold a high-level debate on peacebuilding during ministerial week.

117. The co-facilitators endorse the view that the co-parenting role of the General Assembly should be more visible and meaningful. However, as in the case of the Security Council, any box-ticking exercises are to be avoided. Any additional debates need to be purposeful and value-added.

118. A range of choices is available in seeking to advance this objective. Reflecting the co-parenting role, the Presidents of the General Assembly and the Security Council might periodically lead joint discussions. The seven members elected by the General Assembly to the Organizational Committee might address the Assembly in panel and interactive format regarding how they interpret and are discharging their role. The Special and Executive Representatives of countries on the agenda might also engage in joint interactive discussions to illuminate common issues and approaches.

119. In addition to the wide-ranging annual overview debate, it would seem useful to periodically bring to bear a General Assembly perspective on a key thematic issue under consideration in the Commission, or to frame Assembly discussions with a view to achieving specific outcomes.

3. Economic and Social Council

120. The founding resolutions also set out a strong role for the Economic and Social Council, both in relation to the election of Peacebuilding Commission members and the prerogative to request the Commission's advice on the same basis as the General Assembly. The resolutions note the particular relevance of the Commission providing advice to the Council as countries move from transitional recovery towards development. At the time of adoption, the President of the General Assembly underlined the importance of a reformed Economic and Social Council playing its rightful role in peacebuilding.

121. This rightful role has yet to be properly and fully identified. The nexus between peacebuilding and development is a key focus of the present report, and creates the basis for substantive interaction between the Peacebuilding Commission and the Council. The efforts made to date to give meaning to this interaction (including periodic briefings by the Chair of the Commission to the Council, meetings between the Chair and the President of the Council, the recent joint bureaux meeting and occasional joint thematic sessions between the two bodies) are important steps in the right direction.

122. However, more needs to be done to fulfil the intentions that informed the resolutions. As with the Security Council and the General Assembly, if there is sufficient commitment and focus, the appropriate mechanisms for interaction will be found. The Economic and Social Council could consider adding peacebuilding themes to its annual session; it could facilitate interaction between the Commission and United Nations funds and programmes as well as with the specialized agencies; and more regular joint events could be scheduled. For its part, the Commission could take the initiative of regularly updating the Council on aspects of its work.

123. Specific opportunities also arise: for example, in the ministerial declaration of the high-level segment of the Council's 2010 substantive session, the ministers and heads of delegations urged the Council and the Commission to jointly explore ways of strengthening the contribution of women in the prevention and resolution of conflict and in peacebuilding processes generally. A serious exercise in this regard would be an important step towards a more meaningful relationship between the two bodies.

B. Referral of countries to the Peacebuilding Commission agenda

124. Paragraph 12 of the founding resolutions identifies four avenues by which countries may come on the Peacebuilding Commission agenda: referral by the Security Council, the General Assembly, the Economic and Social Council and the Secretary-General. To date, all four referrals have been by the Security Council and, despite the reference to regional balance in the resolutions, all four are African countries. The question arises as to why a more diverse range of countries, in terms of size, regional background, or the stage of the peacebuilding process reached, has not been referred.

125. The referral prerogatives of the Economic and Social Council and the General Assembly are carefully circumscribed, and their use is likely to be limited in practice. Nevertheless, these prerogatives are important and should not be allowed to lapse through inertia or default; nor should the referral right of the Secretary-General remain an academic one. In practice, however, referral by the Security Council is likely to remain the main channel by which countries arrive on the agenda. The process by which these referrals are made therefore deserves particular comment.

126. There are two elements to the equation: the attitude of potential agenda countries and the approach of the Security Council. The position of the potential agenda country is, of course, critical, since referral is always dependent on the wish and consent of the country concerned. Section I of the report touches on the ambivalence that may be felt by a potential agenda country about a perceived "downgrading" from Security Council to Peacebuilding Commission consideration. Better communication, reassurance and an upscaling of the Commission's performance may help to address concerns in this regard.

127. As for the Security Council approach, the co-facilitators have already indicated a concern about possible circularity — a Security Council that sees the Commission as insufficiently relevant and a Commission that feels it does not have sufficient opportunity to demonstrate its relevance. We hope that the review will help to break any such circle and open the way towards a more forthcoming and interactive relationship.

128. We do not, of course, advocate experimentation for the sake of experimentation: referral of new countries must be needs-based and take account of the Commission's performance and capacities. What is important is to move beyond a limited and limiting view of the Commission; it is an instrument that was created and designed to make a real difference and should be challenged to do so.

129. In practice, this would mean a readiness on the part of the Security Council to consider a wider range of situations for referral: these could include larger countries, or sectoral or regional situations. The multi-tiered approach set out earlier would offer a new menu of possibilities for engagement.

C. A preventive role

130. In the course of our consultations, many interlocutors expressed the view that the time is ripe for, and situations on the ground require, a more forthright acceptance of the preventive dimension of the Commission's role.

131. The founding resolutions provide scope for a preventive dimension. Paragraph 12 confers an unqualified prerogative on both the Security Council and the Secretary-General to request advice from the Commission. In the case of other referral routes (the Economic and Social Council, the General Assembly and Member States themselves), requests for advice can arise in situations in which the Member State concerned is in "exceptional circumstances, on the verge of lapsing or relapsing into conflict" and of which the Security Council is not seized.

132. The co-facilitators are mindful of the controversy on this point prior to the establishment of the Peacebuilding Commission in 2005 and are also conscious of the preventive work being carried out across the United Nations system. Dealing with situations of risk of relapse into conflict is likely to remain the focus of the Commission's work; however, the mandate provides wider scope.

133. In approaching its preventive role, the Commission will need to be guided both by demand from affected countries and by realism in assessing its likely added value. When the country concerned has the determination and willingness to seek assistance and the Commission considers that it can respond meaningfully, the Commission should utilize to the full the potential offered by its existing mandate.

D. Other partnerships: international financial institutions, the United Nations family, regional bodies

International financial institutions

134. The partnership with the international financial institutions is critical to the functioning of the Commission; their role is specifically recognized in the founding resolutions and their participation in all meetings is provided for. In accordance with our concern about the developmental and resource mobilization priority for the Peacebuilding Commission, the co-facilitators have devoted particular attention to the relationship with the World Bank.

135. We recognize that there are already regular and useful exchanges in the field, at meetings in New York, and when the Commission or country-specific configuration Chairs travel periodically to Washington, D.C. The current Chair of the Commission has attached priority to improving the partnership. However, much further work is required if the aspirations of genuine United Nations-World Bank partnership are to be met, and we note a growing impatience in this regard.

136. There is a major challenge for Member States to engage in "joined-up" thinking within their own administrations. The difference in approach that can open up between different arms of government, as articulated at World Bank headquarters in Washington, D.C. and United Nations Headquarters in New York, is well documented. In this year of the sixteenth International Development Association (IDA) replenishment, it is especially important that Member States ensure coherence between their United Nations priorities and the positions taken by their Executive Board representatives and IDA negotiators.

137. Improving coordination in the field is vital: it is the first and essential step in achieving coherence of approach. However, it is not, of itself, sufficient. Proposals framed in the field are decided at Headquarters: we have consequently probed as to what scope there is for Peacebuilding Commission input in the relevant decision-making processes in Washington, D.C.

138. We believe there is potential for more systematic Peacebuilding Commission entry points into Headquarters decision-making, and that this is achievable in full respect for internal World Bank processes. For countries on the Commission's agenda, we suggest that, in the interim between receipt of recommendations from the field and the transmission of files to the Executive Board for decision, there should be a structured and well-prepared session in Washington, D.C. to allow the country-specific configuration Chair and his or her team to have meaningful input.

139. In addition to this specific recommendation, we strongly endorse all ongoing initiatives to improve policy and operational coherence between the two bodies. We trust that our earlier recommendation for less frequent and thus better-attended Commission meetings will also result in consistent senior-level attendance by the international financial institutions.

Within the United Nations family; regional and other bodies

140. The Commission should be a constant and active networker within the United Nations family. For example, there is a need for interaction with the Office of the High Commissioner for Human Rights on the promotion of human rights during conflict and in its aftermath, and on advocacy for legislation that protects all forms of human rights. There is a similar space for dialogue with the Office of the United Nations High Commissioner for Refugees, which plays a significant role in preparing refugees for normal civilian life. The International Labour Organization should be an important partner in underpinning lasting peace with sustainable livelihoods. There is a need to interface with bodies such as the International Organization for Migration, to involve diaspora more fully in peacebuilding initiatives.

141. The importance of the regional dimension is emphasized in the section entitled "In the field" (section II). For example, there is a network of regional and subregional organizations on the African continent that are active in the peacebuilding field. The African Union's post-conflict reconstruction and development framework and the African peer review mechanism of the New Partnership for Africa's Development, as well as subregional organizations such as the Southern African Development Community and the Economic Community of West African States constitute a well of local knowledge, experience and lessons learned. It is vital that the Commission tap into this wealth of experience, in Africa and on other continents.

142. The Commission's working arrangements, both at Headquarters and in the field, must fully reflect the importance of regional engagement. Participation by regional bodies in the field through, for example, videoconferencing, should be standard in Commission discussions. Wherever possible, field visits by country-specific configurations should include representation by the relevant regional organizations as part of the delegation.

143. The co-facilitators' visit to the European Union in Brussels underlined the interests shared with that body. The Organization for Economic Cooperation and Development, the Organization for Security and Cooperation in Europe and other bodies also have a track record of engagement in peacebuilding. Backed by Peacebuilding Support Office research and analysis, the Commission should ensure that the experience, resources and sense of common purpose in the international community is fully brought to bear.

E. Summary of recommendations

Key relationships with the Security Council, the General Assembly and the Economic and Social Council

- Strengthen the relationship with the Security Council. In a context of a better-performing Peacebuilding Commission bringing genuine added value, its advice would be sought when peacekeeping mandates are being established, reviewed, or approaching drawdown
- Pending procedural innovation, encourage an expansive use of existing Security Council procedures
- Identify more innovative ways to give substance to the relationship with the General Assembly and the Economic and Social Council

Referral of countries to the Peacebuilding Commission agenda

- Consider a more diverse range of situations for referral, namely larger countries, or sectoral or regional situations
- Utilize to the full the potential for a preventive role offered by the Commission's existing mandate

Other partnerships

- Establish a more structured interaction with the World Bank, in particular by establishing a mechanism for consideration of Peacebuilding Commission input into Headquarters decision-making processes
- Strengthen connections within the United Nations family; promote and institutionalize linkages with regional organizations to facilitate exchanges of experiences and best practices; ensure fuller collaboration with bodies such as the European Union, the Organization for Economic Cooperation and Development and the Organization for Security and Cooperation in Europe

V. The Peacebuilding Support Office and the Peacebuilding Fund

144. The co-facilitators do not consider it within their mandate to conduct a root and branch review of the Peacebuilding Support Office and the Peacebuilding Fund. We are conscious that the key responsibility for the Support Office's management lies within the Secretariat and that the Peacebuilding Fund was reviewed both in 2008 (Office of Internal Oversight Services) and in 2009 (five donor review).

145. Nevertheless, the quality of support offered by the Support Office and the synergy with the Fund are critical to the overall effective functioning of the Commission. In addition to administrative support, the Support Office must offer solid analytical input to buttress the Commission's work. The Commission and the Fund need to be visibly working with the same logic, with coherence and with a strong sense of partnership.

A. Peacebuilding Support Office

146. The founding resolutions make clear that the Peacebuilding Support Office is expected to be a "small" secretariat drawn from existing resources within the system. Its functions are identified as supporting the Commission, managing the Peacebuilding Fund and providing analysis of cross-cutting issues and best practices. The intended role, therefore, is not an operational one but rather one of coordination and support. The Support Office has had some success in these various functions: it provides some useful support to the Organizational Committee and country-specific configuration Chairs; its management of the Fund is now recognized as largely sound; and it is drawing on resources outside the Office to produce important outputs.

147. Nevertheless, there is still a considerable distance to travel. The Support Office continues to struggle with the same issue that confronts the Commission in general: how to carve out a distinctive and leadership role in an Organization where peacebuilding functions are distributed across many departments and offices. In the view of the co-facilitators, the problem lies partly with the Support Office and its place within the Secretariat as a whole.

1. Within the Peacebuilding Support Office

148. It is our view that the Support Office needs to be strengthened if it is to perform its mandated role adequately and meet the additional challenges defined in the present report. The issue of resources needs to be addressed. Currently, the Office has 41 posts, 13 of which are classified as core posts; the remainder are temporary, seconded, extrabudgetary or funded by the Peacebuilding Fund. Lack of technical expertise limits the Support Office's analytical capacity and ability to network and communicate effectively with experts outside.

149. One avenue towards achieving the necessary strengthening would be a significant upward adjustment of the ratio of core to non-core staff. The co-facilitators strongly recommend that a ratio in the order of two-thirds core and one-third non-core be put in place and sustained. In our view, core functions should be carried out by core staff. Whether conducting in-house work or tapping the expertise that exists elsewhere in the system, the Support Office needs a complement of capable and experienced officers who stay a sufficient time in the Office to ensure institutional memory, set and achieve midterm objectives, and bring a sense of identity and teamwork. Developing appropriate staff recruitment and retention policies must be a clear priority.

150. There is also a need for the Office itself to make better use of its existing resources. While its management of the Fund has visibly improved, similar advances are required in the other two branches of its work, namely in supporting the Commission and the country-specific configurations in particular, and in carrying out its analytical functions.

151. There needs to be a clearer understanding across the system as to what analysis is best done where. The Support Office should not seek to duplicate expertise that exists within various agencies and Secretariat entities; rather, it should leverage and collate this expertise to ensure its coherence, accessibility and usefulness.

152. The goal should be a Peacebuilding Support Office that earns respect as a "centre of competence" at the cutting edge of United Nations thinking on peacebuilding. Drawing on work across and outside the United Nations system, including that of non-governmental organizations, academics and local actors, the Support Office can ensure that United Nations peacebuilding efforts are informed by the best available research and the most relevant field experience. Analytical work of this quality would be an important resource for the Commission, and would also be influential in challenging other parts of the system to engage in innovation and experimentation.

2. Weight within the Secretariat

153. The Support Office was envisaged as a small office, but also one with a certain weight, owing to its ability to harness resources from across the Secretariat and to the fact that it was actively and visibly supported by the most senior level of the Organization. The two aspects are interlinked since, as in any organization, a new arrival is more likely to command the respect of larger and longer-established offices it if is seen to be championed from the top.

154. It is worth recalling that, in the original concept of the High-level Panel on Threats, Challenges and Change, the Support Office was envisaged as operating in association with a powerful new Deputy Secretary-General for Peace and Security (see A/59/565). The envisaged Deputy Secretary-General, by virtue of rank, would be in a position to ensure that offices such as the Department of Political Affairs and the Department of Peacekeeping Operations would put their considerable weight behind the peacebuilding efforts led by the Support Office. In the event, the Deputy Secretary-General proposal was not pursued for a variety of reasons and the co-facilitators do not suggest reviving it.

155. Nevertheless, the current situation cannot be regarded as satisfactory. It is not consistent with the 2005 intention that the Support Office be relegated to a kind of add-on role within the Organization. In the course of our consultations, the co-facilitators did not form the impression that the Office is seen as a significant player across the Secretariat.

156. Part of the answer lies in the proposed adjustment in staffing ratios, which will assist the Support Office in demonstrating that it brings a distinctive and valued contribution to cross-Secretariat deliberations. However, it is also important to have a clear, continuing and unequivocal message from the Secretary-General that peacebuilding is central to United Nations priorities, and to have his support for organizational arrangements that reflect this.

157. The co-facilitators encourage the Secretary-General to consider the various avenues through which this support can be expressed. These could include strengthening the mandate and role of the Senior Peacebuilding Group and the peacebuilding dimension of the policy committee. The objective must be to ensure the mainstreaming of peacebuilding across the Organization, clarify the roles of each of the component parts, and strengthen the role of the Peacebuilding Support Office as a focal point in the overall effort.

B. Peacebuilding Fund

158. As set out in the founding resolutions, the Peacebuilding Fund's objective is to ensure the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery. The Fund is not a development fund or a continuous funding mechanism. Rather, it was intended to be a first resort and to have a catalytic function that would trigger additional and longer-term funding. In summary, it was to be a vehicle for consolidating early wins through quick-impact projects. Donors have so far contributed $343 million, well ahead of the initial target of $250 million; $205 million of that amount has been allocated to date.

159. The co-facilitators are aware that the Fund has been reviewed twice over the past five years and we do not wish to duplicate work already done. There are, however, two aspects we wish to address:

1. Synergy with the Peacebuilding Commission

160. The report of the Secretary-General on the arrangements for the revision of the terms of reference for the Peacebuilding Fund (A/63/818) noted the need for greater synergy between the Peacebuilding Commission and the Peacebuilding Fund, and this is reflected in the revised terms of reference agreed in 2009. However, in our consultations, many suggested that stronger synergy and alignment between the Commission and the Fund is still required.

161. We recognize that this is a sensitive issue. The Fund has an independent decision-making structure, with decisions being made by the Secretary-General following recommendations by the Advisory Group. This independence of decision-making is in line with donor wishes and with wider United Nations procedures.

162. In practice, there is a strong correlation between being on the Commission's agenda and receiving funds: 56 per cent of the Peacebuilding Fund funds have been allocated to the four agenda countries (20 per cent to Burundi, 18 per cent to Sierra Leone, 15 per cent to the Central African Republic and only 3 per cent to Guinea-Bissau).

163. The co-facilitators welcome this correlation and assume it will be maintained. The fact that countries choose to come on the agenda involves a clear reaching out on their part for the advice and assistance of the international community. This outreach should be recognized with a readiness to ensure that the Peacebuilding Fund remains strongly focused on their needs.

164. It is widely recognized that communication between the Fund and the Commission needs to be improved. The Assistant Secretary-General for Peacebuilding Support briefs the Organizational Committee on a regular basis. However, more should be done through Peacebuilding Support Office briefings to the country-specific configurations and through briefings by the Chair of the Peacebuilding Fund Advisory Group to the Organizational Committee. It is clearly important that Commission Chairs receive timely information on allocation decisions, which has not always been the case in the past. Peacebuilding Fund projects and expertise will become steadily more relevant to the Commission's thematic work, and detailed briefings by the Support Office on Peacebuilding Fund

recipient countries that are not on the Commission's agenda should also be envisaged.

2. Usage of funds

165. A comment on the level of risk tolerance on the part of the Peacebuilding Fund seems appropriate. Various studies, including the Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/64/866-S/2010/386), point to the need for a considerable degree of risk tolerance in post-conflict funding. An appropriate balance between the necessary prudence in the use of donor monies and the boldness required in post-conflict situations is not an easy one to strike. However, with its emphasis on early impact and quick wins, the Peacebuilding Fund was intended to be qualitatively different from other development-focused funds; its risk tolerance threshold can therefore be expected to be higher. While relying on due diligence by the Secretariat, a kind of venture capital approach needs to be brought to bear in deciding Peacebuilding Fund allocations.

166. A second point relates to the need for speedy and streamlined decision-making procedures. Peacebuilding Fund-funded projects are intended to be locally owned, and sufficient time must be allowed to ensure full national buy-in. However, once this national ownership is assured, decision-making should move efficiently, in keeping with the quick-impact concept of the Fund.

C. Summary of recommendations

Peacebuilding Support Office

- Strengthen the staffing arrangements of the Peacebuilding Support Office, notably through a significant upward adjustment of the ratio of core to non-core staff, in the order of two-thirds core to one-third non-core
- Better use the existing resources of the Support Office, in particular in improving support to the country-specific configurations and in carrying out its analytical functions
- Draw on research within and outside the United Nations system to ensure United Nations peacebuilding is backed by the best available analysis and most relevant field experience
- Demonstrate the importance of peacebuilding for the Organization as a whole through leadership from the top and encourage the Secretary-General to consider organizational arrangements reflecting this importance, for example, through strengthening the mandate and role of the Senior Peacebuilding Group and the peacebuilding dimension of the policy committee

Peacebuilding Fund

- Retain the decision-making autonomy of the Peacebuilding Fund, but strengthen its synergy with the Peacebuilding Commission
- Demonstrate more risk tolerance on the part of the Fund

VI. Summing up

167. As we stated at the outset, the co-facilitators hope that the review will help to reclaim and reinvigorate the vision of 2005. We are suggesting some recalibration of the operation of the peacebuilding architecture in the light of the experience of the initial years. However, we emphasize that the exercise will not succeed unless it is infused with a renewed commitment and a strengthened sense of engagement. Change must be psychological as well as institutional.

168. The Peacebuilding Commission needs to recognize and play to its distinctive strengths. It currently lacks a sufficiently clear identity, and confusion as to its role has contributed to disappointment about its delivery. Neither a technical nor an implementing body, it should view itself as a political actor and make full use of this privileged position.

169. As a political actor, the Commission is uniquely positioned to serve as a high-level liaison between needs on the ground and the United Nations system in New York. Its initial task is to assist agenda countries in determining their own peacebuilding priorities. Using its knowledge and experience, it must bring its political weight to bear in efforts to engage the United Nations system and the wider international community in fulfilling these priorities in the best possible way. Moreover, it must not hesitate to use its political weight to urgently address issues of mutual accountability. It is by recognizing and leveraging to the full this essentially political role that the Peacebuilding Commission can best carve out its space.

A. Overview of recommendations

170. The recommendations lend themselves to a certain categorization and are presented at the conclusion of individual sections of the report. However, the co-facilitators see them working as an integrated whole, with one element reinforcing another. It is obvious, for example, that if the Commission becomes more relevant in the field, it will enhance its role at Headquarters. Conversely, interlocutors in the field will value the Peacebuilding Commission connection more if it is perceived as being at the heart of Member State priorities.

171. Our focus throughout this exercise has been on seeking to achieve real, implementable change that will lead to a qualitative enhancement of the Commission's contribution. Within each section, we have included the rationale for our recommendations and the suggested means of implementation.

172. Taking our recommendations together, we would hope to see emerging:

- **A more relevant Peacebuilding Commission**, with genuine national ownership ensured through capacity-building and greater civil society involvement, simplification of procedures, more effective resource mobilization, deeper coordination with the international financial institutions and a stronger regional dimension
- **A more flexible Peacebuilding Commission**, with a possibility of multi-tiered engagement

- **A better performing Peacebuilding Commission**, with an Organizational Committee that has improved status and focus, and country-specific configurations that are better resourced, more innovative and have a stronger field identity
- **A more empowered Peacebuilding Commission**, with a considerably strengthened relationship with the Security Council, the General Assembly and the Economic and Social Council
- **A better supported Peacebuilding Commission**, with a strongly performing Peacebuilding Support Office that carries greater weight within the Secretariat and a Peacebuilding Fund that is fully attuned to the purposes for which it was created
- **A more ambitious Peacebuilding Commission**, with a more diverse range of countries on its agenda
- **A better understood Peacebuilding Commission**, with an effective communications strategy that spells out what it has to offer and creates a more positive branding

B. Conclusion

173. Article 1 of the Charter of the United Nations, setting out the purposes of the United Nations, enshrines the responsibility "to take effective collective measures for the prevention and removal of threats to the peace". That the United Nations focus should have so disproportionately moved to peacekeeping in the intervening years is a matter that the membership as a whole needs to address. In creating the new architecture in 2005, world leaders clearly wished to reclaim the Organization's peacebuilding vocation.

174. The co-facilitators hope that the present review will serve as a wake-up call. We have not captured every point made by our interlocutors: some went in competing directions, while others were pertinent but too detailed to be included in the report. The basic message is unmistakable: peacebuilding is a litmus test of our Organization and much more needs to be done collectively, if that test is to be passed.

175. As we noted in the introduction, the *World Development Report 2011* will provide a reality check. Its message is stark: more than half of the world's poorest billion live in conflict-affected and recovering countries, and the development challenge faced by those countries is deep both in absolute and in relative terms. In combination with the present review, we hope that the *World Development Report 2011* findings will help to strengthen the collective resolve to deal with peacebuilding in a more comprehensive and determined way.

176. As to next steps, it is for the membership to decide how to take forward the outcome of the review. We hope that our recommendations will be widely accepted and implemented in a sufficiently comprehensive way to make a real difference. Above all, we hope the Organization as a whole will prove responsive to our call for the peacebuilding challenge to be addressed with a renewed sense of urgency.

177. Finally, we thank the Presidents of the General Assembly and the Security Council for the confidence placed in us, and the membership, the Secretariat and the wider United Nations for their commitment to this exercise and the high quality of their engagement.

Appendix

List of consultations undertaken by the co-facilitators

Informal open-ended consultations of Member States

- 17 February 2010
- 10 May 2010
- 7 July 2010

United Nations stakeholders

- Secretary-General
- President of the General Assembly
- President of the Security Council
- President of the Economic and Social Council
- Under-Secretary-General for Political Affairs
- Under-Secretary-General for Peacekeeping Operations
- Assistant Secretary-General for Peacebuilding Support
- Assistant Secretary-General for Policy Coordination and Strategic Planning
- Administrator of the United Nations Development Programme
- Former Executive Representative of the Secretary-General in Burundi
- Special Representative of the Secretary-General in the Central African Republic
- Special Representative of the Secretary-General in Guinea-Bissau
- Executive Representative of the Secretary-General in Sierra Leone
- Special Representative of the Secretary-General in Liberia
- Special Representative of the Secretary-General in Timor-Leste
- Past and current Chairs of the Organizational Committee and country-specific configurations

Member States and regional organizations

- Representatives of individual Member States
- Representatives of regional groups
- Political and Security Committee of the European Union
- Peace and Security Council of the African Union

Partners

- Representatives of the World Bank
- Representatives of international civil society organizations
- Representatives of civil society organizations in Burundi, the Central African Republic, Guinea-Bissau, Sierra Leone, the Democratic Republic of the Congo, Liberia, South Africa and the Sudan
- African Union Partners Group

Specific events organized to enable the co-facilitators to gather views from stakeholders

- "Reviewing the Peacebuilding Commission: Perspectives from Civil Society" — a round-table discussion hosted by the International Peace Institute, with the participation of internationally and locally based civil society organizations, including the Global Partnership for the Prevention of Armed Conflict, 30 March 2010
- Five-year review of the Peacebuilding Commission — a consultative workshop hosted by the Geneva Peacebuilding Platform, with the participation of Geneva-based organizations active in peacebuilding, 12 April 2010
- "Securing sustainable peace in Africa: coordination, coherence and partnerships. Assessing the Progress of the Peacebuilding Commission" — conference co-hosted by the African Centre for the Constructive Resolution of Disputes and the South African Department for International Relations and Cooperation, with the participation of government, including heads of State and Government, civil society and academia from the countries on the Commission's agenda and other conflict-affected States in Africa, 29 and 30 April 2010
- "Review and Vitalization of Peacebuilding" — a conference hosted by the Stanley Foundation, with the participation of Member State representatives, civil society representatives and academics, 21 to 23 May 2010

United Nations A/64/869

General Assembly

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22 July 2010

Original: English

Sixty-fourth session
Agenda item 111 (e)
Elections to fill vacancies in subsidiary organs and other elections: election of twenty-nine members of the Governing Council of the United Nations Environment Programme

Letter dated 22 July 2010 from the Permanent Representative of Croatia to the United Nations addressed to the President of the General Assembly

I have the honour to inform you that, according to the rotation agreement among the States members of the Eastern European Group for membership in the Governing Council of the United Nations Environment Programme, the Republic of Croatia is relinquishing its seat on the Governing Council as from 31 December 2010 for the remaining term in favour of the Republic of Belarus, starting on 1 January 2011.

I should be grateful if the present letter were circulated as a document of the General Assembly, under agenda item 111 (e).

(*Signed*) Ranko **Vilović**

10-46128 (E) 230710

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Security Council

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General Assembly
Sixty-fourth session
Agenda item 10
Report of the Peacebuilding Commission

Security Council
Sixty-fifth year

Letter dated 19 July 2010 from the President of the Security Council addressed to the Chairperson of the Peacebuilding Commission

I have the honour to refer you to paragraph 12 of Security Council resolution 1645 (2005).

In a letter dated 27 May 2010 addressed to the Secretary-General that was forwarded to the Security Council on 14 June 2010, the Permanent Representative of Liberia to the United Nations requested that Liberia be placed on the agenda of the Peacebuilding Commission. The Security Council supports that request and invites the Peacebuilding Commission to provide advice on the situation in Liberia.

The Security Council would welcome, first and foremost, the Peacebuilding Commission's advice and recommendations, following close consultation with the Government of Liberia, on the requirements necessary to help accelerate progress in meeting key benchmarks, such as those set out by the United Nations Mission in Liberia (UNMIL), in the following areas:

- Strengthening rule of law;
- Supporting security sector reform;
- Supporting national reconciliation.

The Security Council views Liberia's request as an important step on the country's, and indeed the region's, path to stability and lasting peace. We encourage the Peacebuilding Commission to consider where it might add value in the near term to critical peacebuilding concerns in Liberia.

(*Signed*) U. Joy **Ogwu**
President of the Security Council

10-45853 (E) 220710

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General Assembly
Security Council

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(*Signed*) U. Joy **Ogwu**
President of the Security Council

* Reissued for technical reasons on 23 July 2010.

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